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ABSTRACT

This resource book is a guide to refugee assistance programs operated by the Federal government, national organizations, and State and voluntary agencies. The book is designed as a reference source on available programs, funds, and resources that can be utilized by local service providers, refugee self-help groups, local county and State human service agencies, and others involved in resettlement work. An overview summarizes the newly emerging context in which refugee resettlement programs are being established, especially as defined by the Refugee Act of 1980 which provides for services to refugees. A brief statistical analysis of the current refugee situation, data on admissions levels projected for 1981, and information on recent Cuban and Haitian refugees are presented. Succeeding sections of the resource book describe Federal, national, State, and voluntary programs and agencies concerned with refugees and domestic resettlement. Also included are the Refugee Act of 1980, a list of information sources, and directories of Congressional committees, voluntary agencies, and State offices involved in refugee affairs. (Author/MJL)

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October 1980

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# REFUGEE RESETTLEMENT RESOURCE BOOK

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## A Guide to Federal Programs and National Support Project to Assist in Refugee Resettlement

UD021823

OFFICE OF THE U.S. COORDINATOR
FOR REFUGEE AFFAIRS
AMBASSADOR VICTOR H. PALMER

DEPARTMENT OF HEALTH & HUMAN SERVICES
OFFICE OF REFUGEE RESETTLEMENT
ROGER P. WINTER, DIRECTOR

## Acknowledgements

This Resource Book would not have been possible without the full cooperation of the agencies described.

The book was compiled and edited under the supervision of Jesse Bunch of the Indochina Refugee Action Center, in consultation with Joseph Coleman of the Office of the U. S. Coordinator for Refugee Affairs. Elinor Koch, assisted by Wade Boone, served as general editor and coordinated the editorial staff. Production and lay-out of the document were done by Ed Cox. Compilation, writing, and editing responsibilities were carried out by Wade Boone, Joseph E. Langlois, Robert Frankel, W. Courtland Robinson, and Jane Sidney Oliver. Special mention must also be made of the contribution of Anne Heald.

The support staff, coordinated by Verna K. Supel, included Sranda E. Watkins, Jacqui Thomas, Sharon Ross, Rita Morton, Letitia Stein, Shelly Peebles, and Anne F. Cooper.

## TABLE OF CONTENTS

Pages

Title Page.......... i

Acknowledgments.......... ii

Table of Contents.......... iii

I. INTRODUCTION

A. Letter from Ambassador Palmieri and Mr. Winter... xi

B. Description of Process of Obtaining Information.......... xii

C. Glossary of Acronyms.......... xiii

D. Update Service.......... xiv

II. OVERVIEW

A. Overview.......... 1

B. World Refugee Statistics (Table I).......... 8

C. Refugee Admission Levels (FY '80-81) (Table II).......... 9

D. Refugee Budget Overview.......... 10

E. Cuban and Haitian Entrants.......... 13A

1. The Cuban/Haitian Task Force.......... 13I

III. OFFICE OF THE U.S. COORDINATOR FOR REFUGEE AFFAIRS.......... 14

IV. VOLUNTARY AND STATE RESETTLEMENT AGENCIES

A. Introduction - The Role of Voluntary and State Agencies in Refugee Resettlement.......... 19

B. The Department of State Reception and Placement Contracts with Voluntary and State Agencies.......... 22

Pages

IV. VOLUNTARY AND STATE RESETTLEMENT AGENCIES (Cont'd)

C. Voluntary and State Resettlement Agencies

1. The American Council of Voluntary Agencies for Foreign Service .......................... 29

2. Voluntary Agencies

a. American Council for Nationalities Service .................................. 31

b. American Fund for Czechoslovak Refugees, Inc ............................ 35

c. Buddhist Council for Refugee Rescue and Resettlement ......................... 38

d. Church World Service ..................... 41

e. Hebrew Immigrant Aid Society, Inc. (HIAS) ................................... 46

f. International Rescue Committee .......... 49

g. Lutheran Immigration and Refugee Service (LIRS) ........................... 51

h. National Council of YMCAs ............... 54

i. Tolstoy Foundation, Inc .................. 56

j. The United States Catholic Conference Migration and Refugee Services .......... 58

k. World Relief Refugee Services ........... 61

3. State Agencies

a. Idaho State Voluntary Agency ............ 63

b. Iowa Refugee Service Center ............. 65

V. FEDERAL AND NATIONAL PROGRAM DESCRIPTIONS

A. Department of State, Bureau of Refugee Programs ....................... 68

B. Department of Health and Human Services

1. Office of Refugee Resettlement .............. 74

Pages

V. FEDERAL AND NATIONAL PROGRAM DESCRIPTIONS (Cont'd)

B. Department of Health and Human Services (Cont'd)

1. Office of Refugee Resettlement (Cont'd)

a. Social Services........................... 75

b. Cash Assistance........................... 80

c. Medical Assistance........................ 83

d. Other Activities:

(1) The Unaccompanied Minor Program...... 86

(2) Data Collection...................... 88

(3) Hotlines............................. 90

e. Soviet and Other Non-Cuban, Non-Indochinese Refugees Resettlement Program.................................. 91

f. Cuban Program............................. 93

g. Cuban/Haitian Entrant Programs

(1) Cash Assistance...................... 95A

(2) Medical Assistance................... 95F

(3) Social Services...................... 95J

(4) State Plans for the Cuban/Haitian Entrant Program...................... 95M

(5) Cuban/Haitian Entrant Program - Other Activities

(i) The Unaccompanied Minor Program for Cuban and Haitian Entrants............... 95P

(ii) Data Systems and Analysis -- Cuban/Haitian Task Force....... 95S

(iii) Hotline....................... 95U

h. Health Project Grants for Refugees....... 96

Pages

V. FEDERAL AND NATIONAL PROGRAM DESCRIPTIONS (Cont'd)

B. Department of Health and Human Services (Cont'd)

2. ORR/National Demonstration Projects, Introduction.................................. 98

   a. ORR/ACTION Inter-Agency Agreement........ 99
      (ACTION, Office of Voluntary Citizen Participation)

   b. An Information, Analysis, and Coordination Center for the National Voluntary Resettlement Agencies.................... 100
      (The American Council of Voluntary Agencies for Foreign Service, Inc. (ACVA))

   c. The Refugee Resettlement Information Exchange Project.......................... 102
      (The American Public Welfare Association (APWA))

   d. Training Center for Indochinese Para-Professionals in Health and Human Services.................................. 103
      (Boston University School of Social Work)

   e. Cambodian Association of America......... 104

   f. National Indochinese Clearinghouse and Technical Assistance Center (NICTAC).................................. 106
      (Center for Applied Linguistics (CAL))

   g. Orientation Resource Center.............. 107
      (Center for Applied Linguistics (CAL))

   h. Practitioner Workshop Project:........... 108
      - Practitioner Workshop Component
      - Practitioner Resettlement Support Component
      - Refugee Resettlement Resource Book Update Component

      (Indochina Refugee Action Center)

   i. Resettling Refugees: Mutual Assistance Association Funding...................... 110

Pages

V. FEDERAL AND NATIONAL PROGRAM DESCRIPTIONS (Cont'd)

B. Department of Health and Human Services (Cont'd)

2. ORR/National Demonstration Projects (Cont'd)

j. Data Collection and Dissemination of Information on the Impact of the Refugee Program on County Government .............................. 115
(National Association of Counties (NACO))

k. Secretariat Services to National Coalition for Refugee Resettlement ....... 117
(The National Conference on Social Welfare (NCSW))

l. National Governors' Association Project .................................. 118
(National Governors' Association Center for Policy Research)

m. Using Non-Service Approaches to Promote Refugee Resettlement .......... 119
(Stanford Research Institute, International (SRI))

n. The City Role in Refugee Resettlement .... 120
(United States Conference of Mayors)

3. Public Health Service ........................ 121

a. Office of the Assistant Secretary for International Health ................. 122

b. Center for Disease Control ............... 123

c. Health Services Administration ........... 126

d. Alcohol, Drug Abuse, and Mental Health Administration ........................... 129

e. Health Services for Cuban and Haitian Entrants ................................ 129A

4. The Department of Health and Human Services' Development of Program Regulations ........... 130

5. The Role of State Governments in Refugee Resettlement ..................... 132

6. Refugee Resettlement Program Plan and Reporting Requirements for States ............ 134

Pages

V. FEDERAL AND NATIONAL PROGRAM DESCRIPTIONS (Cont'd)

C. Department of Education, Introduction............ 137

1. Office of Bilingual Education and Minority Languages Affairs.................. 140

a. Transition Program for Refugee Children................................ 142

b. Elementary and Secondary Bilingual Education................................ 146

c. Bilingual Vocational Education........... 149

d. National Clearinghouse for Bilingual Education................................ 149D

2. Office of Vocational and Adult Education..... 149F

a. Adult Education Programs for Immigrants and Indochinese Refugees...... 149G

b. State Administered Vocational Education Programs....................... 149K

3. Indochinese Materials Center................ 149N

5.[*] Cuban/Haitian Entrant Programs

a. Educational Services for Cuban and Haitian Entrant Children................ 150A

b. Adult Education Program for Cuban/Haitian Entrants......................... 150E

6. The Refugee Education Assistance Act of 1980.................................... 150G

D. Department of Labor, Introduction................ 152

1. Comprehensive Employment and Training Act (CETA).................................. 154

a. General Indochinese Refugee Participation in CETA Programs........... 156

b. CETA, Job Corps and Indochinese Youth Involvement......................... 161

---

[*] Section numbers skip "4" due to change in sub-headings in Update.

Pages

V. FEDERAL AND NATIONAL PROGRAM DESCRIPTIONS (Cont'd)

D. Department of Labor (Cont'd)

2. United States Employment Service............. 165

3. Targeted Jobs Tax Credit Program............. 167

4. Cuban and Haitian Entrant Eligibility for Department of Labor Programs................. 169A

E. Department of Justice

1. The Immigration and Naturalization Service, Introduction......................... 170

a. Documenting Refugees' Entry into the United States............................ 171

b. The Refugee Travel Document.............. 172

c. Permanent Resident Alien Status.......... 172

d. Naturalization........................... 175

e. INS Documentation for Cuban and Haitian Entrants......................... 177A

2. Community Relations Service.................. 178

F. ACTION, Introduction............................. 180

1. Office of Voluntary Citizen Participation.... 182

a. The Refugee Resettlement Project......... 184

b. The Support Services Assistance Program

(i) The Regional Refugee Volunteer Training and Support Center......... 185

(ii) The Former Volunteer Project........ 186

c. The Mini-Grant Program.................. 187

2. Volunteers in Service to America (VISTA), ACTION Education Programs (AEP)

a. Volunteers in Service to America (VISTA)................................. 188

Pages

V. FEDERAL AND NATIONAL PROGRAM DESCRIPTIONS (Cont'd)

F. ACTION (Cont'd)

2. Volunteers in Service to America (VISTA), ACTION Education Programs (AEP) (Cont'd)

b. ACTION Education Programs (AEP):

(i) The National Center for Service Learning.................... 189

(ii) The University Year for ACTION...... 191

3. Retired Senior Volunteer Program (RSVP)...... 192

4. The ACTION Florida Project.................. 194

G. Department of Housing and Urban Development...... 195

H. Department of Agriculture......................... 197

- Food Stamps.................................... 198
- Supplemental Food Program for Women, Infants and Children......................... 199
- Commodity Supplemental Food Program.......... 199B
- Eligibility of Cuban and Haitian Entrants for Department of Agriculture Programs....... 199C

I. Department of Commerce........................... 200

1. NOAA National Sea Grant College Program...... 201

2. Minority Business Development Agency......... 203

3. Economic Development Administration.......... 205

J. Community Services Administration............... 209

VI. NATIONAL PRIVATE ORGANIZATIONS SUPPORTIVE OF DOMESTIC RESETTLEMENT

A. American Immigration and Citizenship Conference....................................... 211

B. American Refugee Committee...................... 214

Pages

VI. NATIONAL PRIVATE ORGANIZATIONS SUPPORTIVE OF DOMESTIC RESETTLEMENT (Cont'd)

- C. Indochina Refugee Action Center .................. 216
- D. National Coalition for Refugee Resettlement ...... 219
- E. United States Committee for Refugees ............ 221

VII. SOURCES OF INFORMATION ........................... 222

VIII. APPENDICES

- A. Refugee Act of 1980
  - 1. Refugee Act of 1980 (Reprint of Text) ........ 225
  - 2. "Refugee Act of 1980 Passes Congress" (Reprint of article from *Indochinese Refugee Reports*) ................ 243
  - 3. Cuban-Haitian Arrivals in U.S ................ 254
  - 4. Indochinese Refugees in the United States ................................ 256
- B. Congressional Committees Concerned with Refugee Affairs ............................ 258
- C. Voluntary Agency Regional Offices
  - 1. American Council for Nationalities Service ...................................... 260
  - 2. American Fund for Czechoslovak Refugees, Inc ................................ 262
  - 3. Church World Service .......................... 263
  - 4. Hebrew Immigrant Aid Society ................. 272
  - 5. International Rescue Committee ............... 277
  - 6. Lutheran Immigration and Refugee Service ...................................... 279
  - 7. National Council of YMCAs .................... 284
  - 8. Tolstoy Foundation, Inc ...................... 285

Pages

VIII. APPENDICES (Cont'd)

9. U.S. Catholic Conference........................ 286

10. World Relief Refugee Services................ 288

D. Department of Health & Human Services/ Office of Refugee Resettlement -- Regional Directors.............................. 290

E. Refugee State Coordinators........................ 291

F. Department of Labor/Employment and Training Administration -- Indochinese Refugee Regional Coordinators............................ 293

G. Department of Justice

1. Immigration and Naturalization Service, District Offices and District Sub-Offices.................................. 294

2. The Community Relations Service, District Offices............................. 297

H. ACTION

1. ACTION State Program Directors............... 298

2. ACTION Refugee Resettlement Project Contact Persons.............................. 299

I. Department of Housing and Urban Development Regional Offices................................. 300

J. Community Services Administration Regional Directors.............................. 301

K. Department of Agriculture/Food and Nutrition Service -- Regional Offices...................... 303

# I.

# INTRODUCTION

UNITED STATES COORDINATOR
FOR REFUGEE AFFAIRS

**DEPARTMENT OF HEALTH
& HUMAN SERVICES**

October 1980

Dear Colleagues in Refugee Resettlement:

The world and the United States face a tremendous challenge with regard to refugees. There are literally millions of refugees in the world needing our help to survive, and many seek and will be accepted for resettlement in this country.

At the same time we must respond equitably to the needs of refugees we accept after they arrive in the U.S. and to the needs of other Americans. To respond to all groups requires a new commitment to the historic partnership in our country between the private and public sectors: voluntary resettlement agencies, private sponsors, refugee groups, State and local goverments, foundations, corporations, businesses, individuals and the Federal Government.

The Refugee Act of 1980 lays the foundations for examining our primary relationships in resettlement, and for planning our response mechanism for today and the years ahead.

The Act established the Office of the U.S. Coordinator for Refugee Affairs and the Office of Refugee Resettlement in the Department of Health & Human Services. We are in the process of implementing the Federal provisions of the *Refugee Act* and responding to the challenges placed on our government systems. Government systems in this country cannot alone successfully care for and resettle refugees. As a nation we have learned that private individuals and groups, as sponsors, advocates, and friends, are the key to refugee resettlement in the United States. We thank all in refugee work for their commitment and a job well done, and other Americans for their supportive responses to refugees—both in terms of contributing money for overseas relief, and for supporting the sponsorship of refugees into American communities.

In producing this *Resource Book* we have once again benefited from the cooperative work of scores of agencies, and thousands of Americans and refugees who are working to help refugees. The book reflects our collective progress to date in cooperative activities, and we hope it will be supportive of and useful for our continued work together in the future.

Sincerely,

Victor H Palmieri

Ambassador Victor H. Palmieri
U.S. Coordinator
for Refugee Affairs

Roger P. Winter

Roger Winter
Director
Office of Refugee Resettlement
Department of Health
and Human Services

## DESCRIPTION OF PROCESS OF OBTAINING INFORMATION

Initial drafts of the program descriptions were derived from conversations with program directors and staff, department and agency reports, working papers, and other program description materials. Background information was taken from the United States Government Manual 1979-1980 (Office of the Federal Register, National Archives and Records Service, General Services Administration, May 1, 1979); A Description and Directory of National Organizations and People Involved in the Processing and Resettlement of Indochinese Refugees in America (Indochina Refugee Action Center, Washington, D.C., October 1979); and Refugee Resettlement in the U.S.: Time For A New Focus (New TransCentury Foundation, Washington, D.C., July 31, 1979).

The initial drafts were submitted to program directors or staff for final verification.

## GLOSSARY OF ACRONYMS FREQUENTLY USED IN THIS BOOK

| | |
|---|---|
| ACVA | American Council of Voluntary Agencies for Foreign Service, Inc. |
| AFDC | Aid to Families with Dependent Children |
| CDC | Center for Disease Control |
| CETA | Comprehensive Employment and Training Act |
| DOL | Department of Labor |
| ESL | English-as-a-second-language |
| FY | fiscal year |
| HHS | Department of Health and Human Services |
| HSA | Health Services Administration |
| HUD | Department of Housing and Urban Development |
| ICEM | Intergovernmental Committee for European Migration |
| INS | Immigration and Naturalization Service |
| IRAP | Indochina Refugee Assistaince Program (former name for HEW Indochina refugee program) |
| LEA | local educational agency |
| MAA | mutual assistance association |
| ORR | Office of Refugee Resettlement (Department of Health and Human Services) |
| PHS | Public Health Service |
| SEA | state educational agency |
| SSI | Supplemental Security Income |
| TA | technical assistance |
| VISTA | Volunteers in Service to America (ACTION) |

**NOTICE** **NOTICE**

# UPDATE SERVICE
# for the
# REFUGEE RESETTLEMENT RESOURCE BOOK

There will be three updates of the **Refugee Resettlement Resource Book** during federal fiscal year 1981. The updates will account for the many changes in federal and national private refugee programs that will occur, some of which are already underway. Included in the updates will be contact person and address changes. The updates will be essential to maintain the accuracy and effectiveness of the **Resource Book**.

Printing, handling and postage costs of the updates will be covered by a $15.00 subscription fee. To subscribe for the **Refugee Resettlement Resource Book** Update Service, please complete this form and return it with your check or money order to:

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# OVERVIEW

## REFUGEE RESETTLEMENT IN AMERICA

OCTOBER 1980

> "Despite all the problems in our cities today, despite all the burdens that our communities are bearing with unemployment, inflation, housing and taxes, you should recall that the record of history is clear: Whenever we have helped others to come here and build a new life, whether it was the Irish in Boston long ago, or the Italians in New York City, or the Chinese in San Francisco, or the Cubans in Miami, there have always been those who would close the golden door, but afterwards we have always been able to say, 'By helping these people, we have helped ourselves.'
>
> "Our role as a beacon of freedom in a darkening world is too precious a part of our tradition, too central to our strength as a free people, to allow it to weaken even in the hardest times. If we ever determine that the Statue of Liberty has become obsolete, we may find that we have become obsolete also."
>
> Ambassador Victor Palmieri
> U.S. Coordinator for Refugee Affairs

Between 1955 and 1978 (excluding the Saigon Airlift in 1975), America resettled, on the average, 40,000 refugees each year. With the growth of the Indochinese refugee program early in 1979 and the events in the Caribbean in 1980, the annual influx of refugees into America has greatly increased. In 1980, more than 375,000 refugees and Cuban/Haitian entrants will be resettled in communities throughout our country. The current projection of refugee admissions for 1981 is 217,000.

As the number of arrivals has increased, the nature and size of our national resettlement programs have grown significantly. In the past 18 months alone, the President created the Office of the U.S. Coordinator for Refugee Affairs; Congress enacted the Refugee Act of 1980; the Department of Health and Human Services reorganized and strengthened its Office of Refugee Resettlement; numerous federal agencies have created refugee assistance projects: the national voluntary resettlement agencies have broadened and enhanced their resettlement programs; several new, nationally-oriented private, non-profit refugee assistance projects have been developed; states, counties and localities have become more deeply involved in resettlement activities; and refugee self-help groups have emerged an additional resource in resettlement.

This REFUGEE RESETTLEMENT RECOURCE BOOK is a guide to the current refugee assistance programs operated by the federal government and by national organizations and agencies. It is designed as a reference source to available programs, funds and resources that can be utilized by local service providers, refugee self-help groups, local county and state human service agencies, and others involved in resettlement work.

The purpose of this Overview is to provide a summary of the newly-emerging context in which refugee resettlement programs are being established, as well as a brief statistical analysis of the current situation, and admission levels being projected for federal Fiscal Year 1981.

## THE REFUGEE ACT OF 1980

The Refugee Act of 1980 (Public Law 96-212), which became effective on April 1, 1980, was created:

> "...to provide a permanent and systematic procedure for the admission to this country of refugees of special humanitarian concern to the United States, and to provide comprehensive and uniform provisions

> for the effective resettlement of those refugees who are admitted."
>
> Refugee Act, Section 101 (1)

The Act contains a comprehensive framework for developing refugee policies, procedures, and programs in the United States. It establishes two permanent federal government offices and defines the responsibilities of each and their relationship to one another. The Act also requires the development of regulations, as well as studies of resettlement needs and evaluations of program performance.

The Act is divided into four major sections (referred to as "Titles"). Title I states America's historic policy of responding to the needs of refugees and establishes the objectives of the Act, as set forth in Section 101 (1), quoted above.

Title II of the Act deals with "Admission of Refugees" and contains sections on refugee definitions, annual admission levels (not to exceed 50,000 in 1980, 1981, 1982 "...unless the President determines, before the beginning of the fiscal year and after appropriate consultation with Congress... /that a larger number/ is justified by humanitarian concerns or is otherwise in the national interest."), and asylum procedures, as well as provisions for adjustment of refugee immigration status in the U.S.

Title III has two parts. Part A provides for Presidential appointment of a United States Coordinator for Refugee Affairs (to have the rank of "Ambassador-at-Large"), and sets forth broad responsibilities for the conduct of that office.

Part B of Title III contains detailed requirements for "Assistance for Effective Resettlement of Refugees in the United States."

It provides for the creation of the Office of Refugee Resettlement (ORR), within the Department of Health and Human Services, and directs that the Office fund a comprehensive array of service programs to assure effective refugee resettlement. The Act requires that ORR fund programs to provide refugees with employment training and placement, English language training, orientation programs, cash assistance, medical assistance, and special education programs for refugee children, as well as other resources and services. The Act authorizes funding of these activities through reimbursements to states, or the awarding of grants or contracts to state or local governments, or private non-profit agencies.

Title IV is a brief section providing for "Social Services for certain applicants for asylum."

## THE CONSULTATION PROCESS

Section 207 of the Act establishes a procedure for consultation between the President (through his representatives) and Congress on annual admission levels of refugees. The consultation process is to occur before the beginning of the new fiscal year, and is to be initiated by a report from the President "...regarding the foreseeable numbers of refugees who will be in need of resettlement during the fiscal year and the anticipated allocation of such admissions...." (Section 207(d)(1)). The consultation report, and the discussions between the President's representatives and members of the Senate and House Committees on the Judiciary, are to include the following information:

(1) A description of the nature of the refugee situation.
(2) A description of the number and allocation of the refugees to be admitted and an analysis of conditions within the countries from which they came.
(3) A description of the proposed plans for their movement and resettlement and the estimated cost of their movement and resettlement.
(4) An analysis of the anticipated social, economic, and demographic impact of their admission to the United States.
(5) A description of the extent to which other countries will admit and assist in the resettlement of such refugees.
(6) An analysis of the impact of the participation of the United States in the resettlement of such refugees on the foreign policy interests of the United States.
(7) Such additional information as may be appropriate or requested by such members.

Section 207(e)(1)-(7)

This annual consultation process will encourage public discussion of refugee admissions and provide information for planning and program development purposes.

## THE WORLDWIDE REFUGEE SITUATION

Estimates of the number of refugees and displaced persons in the world today are as high as 15.9 million (See Table I on page 8). These figures are explained by armed conflicts, civil distrubances, famine, and human rights violations.

Since 1975, approximately 1.25 million Indochinese have fled their countries because of the political turmoil in Vietnam, Cambodia, and Laos. Between April and July 1980, the number reaching first asylum countries was close to 20,000, half of whom were boat refugees risking death at sea. Current estimates that 235,000 Indochinese refugees remain in countries of first asylum in Southeast Asia. In addition, more than 150,000 Cambodians fleeing the famine in their country are in Thai holding centers. Their need for refuge in eastern Thailand poses a threat to the political stability of Thailand.

Over 1 million Afghans fled to Pakistan following the Soviet invasion of that country in December 1979. In the Near East, Iraqi Christians, Kurds, and other minorities add to the number of refugees worldwide.

Estimates are that in the Soviet Union as many as 200,000 persons hold the papers required by the Soviet government before an individual is allowed to emigrate. While the numbers allowed to leave the Soviet Union in 1980 were lower than those for 1979 (the FY '79 figure was approximately 50,000), refugee flows from the Soviet Union are expected to continue in FY '81.

Closer to home, since April 1980 the U. S. has experienced the arrival of 120,000 Cubans, brought by Cuban/Americans aboard a floatilla after Castro allowed them to leave from the Cuban port of Mariel. In addition to political prisoners, Castro took this opportunity to cast adrift hundreds of persons not wanted in Cuba. Over 100,000 of these Cubans have already been resettled in American communities by the resettlement agencies; approximately 20,000 still remain in camps in the United States. Likewise, the situation of over 15,000 Haitians who have fled to the United States in recent years has recently been a matter of public attention.

In dealing with Cubans and Haitians the federal government has granted both groups a temporary period to remain in the United States; also the administration has submitted special legislation to provide a permanent resolution to the issue, as well as to provide specific benefits for both groups, and for the communities receiving them.

For details concerning the eligibility of Cuban/Haitian entrants for specific benefits, please see the sections relating to them in the relevant Department of Health & Human Services sections of this book, as well as Appendix A (3), which contains the text of a June 20, 1980 statement by the U. S. Coordinator for Refugee Affairs about Cubans and Haitians.

## TABLE I

## 1980 REFUGEES AND DISPLACED PERSONS

| | |
|---|---|
| Africa | 4,045,200 |
| Asia | 7,292,500 |
| Europe | 229,750 |
| Latin America | 1,085,300 |
| Middle East | 3,312,500 |
| WORLDWIDE TOTAL | 15,965,250 |

Source: 1980 World Refugee Survey, U.S. Committee for Refugees (New York), p. 33.

# TABLE II

## PROPOSED REFUGEE ADMISSIONS

## FOR FY '81 & ADMISSION LEVELS

| Area of Origin | Proposed Admissions Fiscal Year 1981 [1] | Fiscal Year 1980 [2] |
|---|---|---|
| Indochina | 168,000 | 169,000[3] |
| Soviet Union | 33,000 | 33,000 |
| Eastern Europe | 5,000 | 4,500 |
| Near East | 4,500 | 2,500 |
| Latin America[4] | 4,000 | 20,500 |
| Africa | 3,000 | 1,500 |
| TOTAL | 217,000 | 231,700 |
| Asylum Status Adjustments | 5,000 | 2,500 |

---

[1] Office of the U.S. Coordinator for Refugee Affairs, Report to the Congress, "Proposed Refugee Admissions for Fiscal Year 1981," Department of State. (Washington, D.C., September 1980.)

[2] Secretary Cyrus Vance, "Refugee Admissions and Resettlement," U.S. Department of State, Bureau of Public Affairs, Current Policy No. 164, April 17, 1980 (Washington, D. C.). FY '80 Figures remain estimates, since final FY '80 figures are not yet available.

[3] Includes 1,200 "Other Asian" (non-Indochina) persons.

[4] Does not include 1980 "Cuban/Haitian Entrants."

## FISCAL YEAR 1980

## BUDGET OVERVIEW

### PROJECTED COSTS OF REFUGEE ASSISTANCE
(in millions of $)

| | |
|---|---|
| Indochinese Resettlement | $212 |
| Soviet, Eastern European & Other Resettlement | 62 |
| FY-1980 Cost of FY-1980 Refugee Admissions - HHS | 244*/ |
| Estimated Cost of Food Stamps for FY-1980 Admissions | 50*/ |
| SUBTOTAL | $568 |

### PROJECTED COSTS OF CUBAN/HAITIAN ENTRANTS
(in millions of $)

| | |
|---|---|
| Processing, Transportation & Care & Maintenance | $346 |
| Resettlement | 39 |
| State and Local Government | 100 |
| SUBTOTAL | $485 |

### U.S. CONTRIBUTIONS TO INTERNATIONAL REFUGEE RELIEF
(in millions of $)

| | |
|---|---|
| Indochina Assistance | $ 50 |
| Kampuchean Famine | 117 |
| Africa | 55 |
| Middle East | 22 |
| United Nations Relief and Works Agency | 52 |
| Food for Peace (estimate) | 100 |
| Other | 10 |
| SUBTOTAL | $406 |
| TOTAL | $1.459 (billion) |

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*/ Cost will be approximately twice this in FY-1981 since refugees admitted in FY-1980 will be receiving services for the entire fiscal year.

## ESTIMATED COSTS OF REFUGEE ASSISTANCE IN FISCAL YEAR 1981

(in millions $)

| I. FEDERAL AGENCY PROGRAMS | COST FY-1981 ARRIVALS 1/ | TOTAL FY-1981 COSTS |
|---|---|---|
| Department of State: | | |
| Care & Maintenance of Refugees Abroad 2/ | 169.0 | 169.0 |
| Admissions Processing | 14.75 | 14.75 |
| Transportation to U.S. | 132.4 | 132.4 |
| Initial Reception & Placement Grants | 105.95 | 105.95 |
| Administrative & Operational | 5.0 | 5.0 |
| Other International Programs | -0- | 105.2 |
| Subtotal | 427.1 | 532.3 |
| Department of Health & Human Services | | |
| Office of Refugee Resettlement (ORR): | | |
| Cash Assistance | 60.6 | 269.4 |
| Supplemental Security Income (State Supplementation) | (1.3) | (5.0) |
| Aid to Unaccompanied Minors | (2.0) | (4.8) |
| Medical Assistance | 29.5 | 139.4 |
| Social Services | 70.4 | 93.7 |
| State Admin. Costs | 11.3 | 49.6 |
| Educational Assistance 3/ | 19.5 | 44.3 |
| Voluntary Agency Program (Aid to Non-Cuban, Non-Indochinese) | 26.0 | 26.0 |
| Preventive Health | 7.8 | 7.8 |
| Center for Disease Control | (3.0) | (3.0) |
| Health Service Admin. | (4.8) | (4.8) |
| Applicants for Asylum | 0 | 12.0 |
| Federal Administration | - | 6.5 |
| Cuban Phasedown Program | -0- | 44.8 |
| Subtotal | 225.2 | 693.6 |
| Aid to Families With Dependent Children | 9.2 | 41.0 |
| Supplemental Security Income (Federal) | 3.9 | 17.4 |
| Medicaid | 6.0 | 26.5 |
| Other HHS Subtotal | 19.1 | 84.9 |

---

1/ The 1981 appropriations now pending before the Congress provide funding for the admission of 210,000 refugees to the United States. The Administration will attempt to meet any additional costs associated with the revised admissions for Fiscal Year 1981 by reprogramming. If necessary, the Administration may have to seek supplemental appropriations.

2/ This figure may overstate the cost of care and maintenance for refugees resettled in the U.S. in FY 1981, since it represents U.S. contributions to international and private organizations whose caseloads also include refugees not destined for the U.S. However, in some areas such as Southeast Asia, the majority of the refugees resettled leave for the U.S., yet third-country contributions account for 70 percent of the UNHCR budget.

3/ Administered by Department of Education.

## 12 ESTIMATED COSTS OF REFUGEE ASSISTANCE IN FISCAL YEAR 1981

(in millions $)

| FEDERAL AGENCY PROGRAMS | COST FY-1981 ARRIVALS | TOTAL FY-1981 COSTS |
|---|---|---|
| Department of Agriculture: Food Stamp Program and Other Programs | 36.5 | 175.0 |
| Department of Education */ | - | 33.0 |
| Immigration & Naturalization Service | 2.5 | 2.5 |
| Agency for International Development Food for Peace */ | - | 87.1 |
| Department of Defense */ | - | 4.0 |
| Department of Commerce */ | - | 0.3 |
| Department of Housing & Urban Development */ | - | 17.6 |
| Department of Labor */ | - | 53.0 |
| Department of Justice */ | - | 1.0 |
| Security Clearance | 1.5 | 1.5 |
| ACTION | -0- | 1.5 |
| FEDERAL GOVT. TOTAL | 711.9 | 1,687.3 |

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*/ These figures are based on estimates by Federal agencies as of February 15, 1980. Funding is generally not earmarked specifically for refugees, nor is an estimate of costs for 1981 arrivals versus prior arrivals available.

Source: Office of the U.S. Coordinator
for Refugee Affairs

## Budget Summary for Cuban/Haitian Entrants

(in millions of $)

| Agency | FY '80 | FY '81 1/ |
|---|---|---|
| State | 23 | 65 |
| HHS | 86 | 50 |
| Education | 25.3 | 0 |
| Federal Emergency Management Administration | 245 | 0 |
| Justice | 20.8 | 0 |
| DOT (Coast Guard) | 18 | 0 |
| Customs Service | .6 | 0 |
| TOTAL | 418.7 | 115 |

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1/ FY '81 figures subject to revision.

Source: Office of the U. S. Coordinator for Refugee Affairs

## OVERVIEW

## E. CUBAN AND HAITIAN ENTRANTS

### Background

On March 28, 1980, a bus load of Cubans seeking political asylum crashed into the Peruvian Embassy in Havana, killing a Cuban guard. On April 4, Castro withdrew the guards surrounding the Embassy and announced that those seeking asylum would be allowed to leave Cuba. Within 48 hours, more than 10,000 asylum-seeking Cubans had taken refuge on the Peruvian Embassy grounds.

Following a series of orderly emigrations from Cuba to Costa Rica, Castro suddenly announced on April 20 that the Port of Mariel would be opened for all Cubans wishing to leave the country. Shortly thereafter, a full-fledged boatlift by Cuban-Americans was underway. The boatlift brought more than 125,000 Cubans to the shores of South Florida. In addition, in the past two years more than 25,000 Haitians have fled their country by boat and arrived in Florida.

The unexpected, massive landing of Cubans on American shores, coupled with the arrival of large numbers of Haitians, resulted in a new approach to the reception, processing and resettlement of applicants for asylum. During the first week of the boatlift it became clear that local and state resources in South Florida, and the personnel and resources of government and private agencies normally involved in processing and resettlement, were being severly overburdened. Acting on this concern, the President, on April 27, designated the Federal Emergency Management Agency (FEMA) to relieve the burden on state and local government. On May 2, the President charged FEMA with the responsibility for on-site coordination of all Federal efforts relating to the boatlift. In addition, he authorized the disbursement of $10 million from the U.S. Department of State's Refugee Emergency Fund for the reception, housing, and processing of the arriving Cubans at Eglin Air Force Base in Florida. A short time later, Krome North and Krome South, abandoned missile bases near Miami, were opened for the continued processing of arriving Cubans and Haitians, respectively. Additional processing centers for Cubans were opened at Fort Chaffee, Arkansas, Fort Indiantown Gap, Pennsylvania and Fort McCoy, Wisconsin.

During the first week of May, FEMA summoned the assistance of 17 Federal departments and agencies, including the Departments of State, Defense, and Health and Human Services, and the Immigration and Naturalization Service. The close cooperation among participating agencies permitted the establishment of a system which met the arrivals' immediate needs within the processing centers, and allowed for orderly screening and processing prior to resettlement by voluntary agencies and sponsors.

On July 15, with the "emergency" aspect of the operations winding down, the Cuban-Haitian Task Force was formed under State Department auspices to oversee camp operations and the expanding resettlement effort.*/ The Task Force continues to maintain its operations responsibilities and to coordinate the efforts of state, local and voluntary agencies concerned with the arrival, processing and resettlement of Cubans and Haitians. (See "The Cuban/Haitian Task Force" pg. 13I)

## National Voluntary Agency Involvement

National voluntary agencies have assumed the primary responsibility for resettling Cubans without direct family ties in the United States, who are processed through the resettlement camps. During the course of this program, the voluntary agencies have operated under contract to the Cuban/Haitian Task Force (first located in the Department of State and now in the Department of Health and Human Services), securing local sponsors and overseeing the provision of basic resettlement services. The contracts presently provide from $100 to $2,500 per individual Cuban to help offset resettlement costs.

As of November 30, 1980 (by which time the Cuban influx had ended), nine voluntary agencies had resettled 54,076 Cubans. Another 62,271 were resettled from South Florida directly to relatives.

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*/ Whereas FEMA was initially responsible for the overall management of the camp operations, it has largely delegated the day-to-day responsibility for this operation to other Federal agencies through the instruments of mission assignments. The Cuban/Haitian Task Force is currently responsible for the management of camp operations and resettlement.

## Arrivals and Resettlements - Cubans

The arrival of Cubans began on April 21, 1980, and essentially ended on September 26,with the close of Mariel Harbor. As of January 31, 1981, the total number of Cuban arrivals was 124,789. Of these arrivals, 117,917, or 94.5%,were resettled. Cumulative arrivals and resettlements are presented below:

| As of Date (1980-81) | Cummulative Arrivals | Cumulative Resettlements | Percent Resettled |
|---|---|---|---|
| April 30 | 7,655 | N/A | N/A |
| May 31 | 94,143 | 42,249 | 44.9 |
| June 30 | 114,943 | 75,421 | 65.6 |
| July 31 | 117,572 | 96,351 | 82.0 |
| August 31 | 121,511 | 106,048 | 87.3 |
| September 30 | 124,769 | 112,699 | 90.3 |
| October 31 | 124,779 | 115,318 | 92.4 |
| November 30 | 124,779 | 116,349 | 93.2 |
| December 31 | 124,786 | 117,116 | 93.8 |
| January 31 | 124,789 | 117,917 | 94.5 |

N/A: Not Available

The sites of recent Cuban resettlement follow the pattern of Cuban-Americans already living in the United States. Resettlement is highly concentrated in a few states, particularly Florida. Nearly 55% of the Cuban entrants were resettled directly with relatives upon arrival, and it is estimated that the vast majority of these direct family resettlements remained in Florida. Information on Cubans who did not resettle with relatives upon arrival is based on sponsor location, and does not account for secondary migration (i.e. for individuals who have left their initial place of resettlement and have moved to another city or state).

As of January 31, 1981, the following locations had received the highest percentages of the resettled Cubans:

| Location | Resettlements | Percentage of Total Resettlements |
|---|---|---|
| Florida | 86,223 | 73.1 |
| New Jersey | 7,599 | 6.4 |
| New York | 5,970 | 5.1 |
| California | 4,920 | 4.2 |
| Illinois | 1,608 | 1.4 |
| Texas | 1,523 | 1.3 |
| Pennsylvania | 1,006 | 0.8 |
| Puerto Rico | 941 | 0.8 |
| Wisconsin | 905 | 0.8 |
| Louisiana | 786 | 0.7 |
| Massachusetts | 490 | 0.4 |
| Subtotal | 111,971 | 95.0 |
| Other states | 5,877 | 4.9 |
| Other Countries | 69 | .1 |
| **Total** | 117,917 | 100.0 |

Following is a breakdown of the numbers of Cuban placements by voluntary agency:

| Agency | Number | Percentage of Total Resettlements | Percentage of Vol. Agency Resettlements |
|---|---|---|---|
| Direct Family Resettlement | 62,271 | 53.5 | ---- |
| U.S. Catholic Conference | 30,419 | 26.1 | 56.2 |
| Church World Service | 9,527 | 8.2 | 17.6 |
| Int'l Rescue Committee | 5,955 | 5.1 | 11.0 |
| World Relief Refugee Services | 2,977 | 2.5 | 5.5 |
| Lutheran Immigration and Refugee Service | 1,895 | 1.6 | 3.5 |
| Southern Baptist Convention | 1,461 | 1.3 | 2.7 |
| Hebrew Immigrant Aid Society | 910 | 0.8 | 1.7 |
| American Council for Nationalities Service | 812 | 0.7 | 1.5 |
| Tolstoy Foundation | 122 | 0.1 | 0.2 |
| Total | 116,349 | 100.0 | 100.0 |

The national voluntary resettlement agencies currently participating in resettlement of Cuban entrants are: United States Catholic Conference, Church World Service, Lutheran Immigration and Refugee Service, Hebrew Immigrant Aid Society, World Relief Refugee Services, American Council for Nationalities Service and International Rescue Committee. For contact persons and addresses of these agencies, see the section on "Voluntary and State Resettlement Agencies" (Section IV).

From April through November 1980, approximately 9,000 Haitians were resettled in South Florida by the Dade County Community Action Agency, an independent, non-profit corporation. In early December, national voluntary agencies assumed responsibility for resettling Haitians in the same manner in which they had assisted with Cuban resettlement. The resettlement contracts provide $500 per individual Haitian to help offset resettlement costs. As of January 31, 1981, Church World Service, the Lutheran Immigration and Refugee Service, United States Catholic Conference and World Relief Refugee Services had helped to resettle approximately 2,000 Haitian arrivals. The vast majority of Haitian resettlements have been in Florida.

It is primarily the large cities in these states which have received the largest number of individuals. Of those settling in Florida, about 78% (or 57% of the total number resettling in the U.S.) have settled in the South Florida/Dade County area. Miami received 46,224, Hialeah 18,765 and Tampa 1,299.

## Arrivals and Resettlements - Haitians

An estimated 5,000 - 10,000 Haitians have arrived in the United States annually between 1970 and 1979. Arrivals increased in 1980 to about 18,000 Haitians.*/ The numbers of Haitians currently in INS proceedings who arrived in 1980 and January, 1981 are presented by month of arrival below:

| Month | Haitian Arrivals |
|---|---|
| January 1980 | 953 |
| February | 800 |
| March | 1,773 |
| April | 1,901 |
| May | 2,071 |
| June | 1,681 |
| July | 1,152 |
| August | 1,639 |
| September | 2,245 |
| October | 2,672 |
| November | 899 |
| December | 993 |
| January 1981 | 822 |
| Total | 19,601 |

Statistics on Haitian resettlements are only available starting August 31, 1980, and include only those Haitians who were processed by the Immigration and Naturalization Service immediately upon arrival.

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*/ These figures are only rough estimates, since many Haitians do not register with the INS or social service agencies. The figures also do not include immigrants who have come to this country under established immigration quotas.

These figures are presented below using cumulative totals:

| | | Haitians Processed by INS upon Arrival | Resettlements | Percent Resettled |
|---|---|---|---|---|
| As of: | August 31 | 5,790 | 4,792 | 82.7 |
| | September 30 | 7,785 | 6,363 | 81.7 |
| | October 31 | 10,211 | 8,992 | 88.0 |
| | November 30 | 10,891 | 10,133 | 93.0 |
| | December 31 | 11,525 | 10,819 | 93.8 |
| | January 31 | 12,229 | 11,720 | 95.8 |

Precise data is not yet available on Haitian resettlement locations. It is estimated that 90-95% of the recent Haitian arrivals have remained in Florida. It is also considered likely that the areas which already have strong Haitian communities will become the home of many of the new arrivals.

Over the past 20 years, the pattern of Haitian immigration has resulted in approximately 200,000-500,000 Haitians residing in the New York City area, 20,000-30,000 in Miami, 10,000-15,000 in Boston, 10,000-15,000 in Chicago, 3,000-5,000 in Philadelphia, and 2,000-3,000 in Washington, D.C. The remainder of the Haitian population in the United States is scattered, with many Haitians traveling the migrant labor circuits along the East Coast.

## Relevant Legislation and Special Status for Cuban and Haitian Entrants

After the initial emergency response by the Federal government, the Administration's basic program for the adjustment of immigration status and the provision of domestic assistance to resettled Cubans and Haitians was announced by Ambassador Victor H. Palmieri, U.S. Coordinator for Refugee Affairs,on June 20, 1980. He stated that Cubans who had arrived in the United States during the period beginning April 21 and ending June 19, 1980 and who were in INS proceedings as of June 19, 1980, and all Haitians who were in INS proceedings as of June 19, 1980, would be paroled into the United States (pursuant to the authority of the Attorney General under Section 212 (d)(5) of the Immigration and Nationality Act) as "Cuban-Haitian entrants (status pending)". The parole period was to last six months and would be reviewed January 15, 1981.

Initially, under this six-month parole, and until subsequent legislation was passed (see below) the Cuban and Haitian entrants were eligible, if they otherwise qualified, for Supplemental Security Income (SSI-for the elderly and handicapped), Medicaid, Aid to Families with Dependent Children (AFDC), and emergency assistance, under the rules of states in which they were residing. Cuban and Haitian entrant participation in a number of these programs was funded through the normal Federal-state matching of funds, until the passage of the Fascell-Stone Amendment (see below).

Along with the parole action, the Administration proposed legislation entitled the "Cuban-Haitian Entrant Act" which would permit Cuban and Haitian entrants to obtain "permanent resident alien" status (with some exceptions) after being present in the U.S. for two years, following enactment of the bill. The legislation would also provide certain medical, supplemental income and emergency assistance benefits to the entrants. The Cuban-Haitian Entrant Act was not passed by Congress during its last session. Passage will require reintroduction of the bill.

To a certain extent supplanting the purpose of the formerly-proposed Cuban-Haitian Entrant Act, the Refugee Education Assistance Act of 1980 (P.L. 98-422), which contains the Fascell-Stone Amendment, was signed into law on October 10, 1980. P.L. 98-422 authorizes several programs of Federal financial assistance to school districts which serve Indochinese refugee children and Cuban and Haitian entrants.*/

The Fascell-Stone Amendment establishes that "the President shall exercise authorities with respect to Cuban and Haitian entrants which are identical to the authorities which are exercised under Chapter 2 of Title IV of the Immigration and Nationality Act", as amended by the Refugee Act of 1980. (These authorities relate to Federal assistance for refugee resettlement.) The Fascell-Stone Amendment also provides broad authority for the mobilization of Federal resources by the President to assist Cuban and Haitian entrants, and defines the term "Cuban and Haitian entrant".

The Supplemental Appropriations and Rescission Act of 1980 appropriated $110 million for cash assistance, medical assistance and social service costs authorized in the Fascell-Stone Amendment. An additional $90 million was subsequently appropriated.

On October 21, 1980, Christian R. Holmes, then Director of the Cuban-Haitian Task Force, announced that the President had decided to extend the cut-off date for obtaining Cuban/Haitian entrant status from June 19, 1980 to October 10, 1980. Approximately 11,000 Cubans and 5,500 Haitians had arrived in the United States during the period to be included by the extension.

When the "Cuban/Haitian Entrant (status pending)" designation was extended through October 10, Cubans and Haitians who had arrived during the June 19- October 10 time period had to be notified that there had been a change in their status. Prior to Holmes' announcement on October 21, the Cubans and Haitians who had arrived in this country after June 19, and who were processed for resettlement by the State Department, were given six-day temporary paroles.

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*/ For a description of the major provisions of the Refugee Education Assistance Act of 1980, the reader may refer to pg. 150G.

Arrivals since October 10, 1980, who are for the most part Haitians, have been temporarily paroled into the country and are not eligible for "Cuban/Haitian Entrant (status pending)" documentation from INS. (However, these arrivals are eligible for benefits under the Fascell-Stone Amendment.) Since December, new arrivals have been given 120-day paroles by INS.

On December 29, 1980, the U.S. Attorney General authorized extension of the parole status of Cuban and Haitian entrants until July 15, 1981. Parole for these entrants was originally due to expire January 15, 1981. (Note that this extension only applies to Cubans and Haitians who arrived in the U.S. and entered into INS proceedings on or before October 10, 1980.)

On January 29, 1981, the INS notified all of its district offices and district sub-offices that they had approval to begin exclusion proceedings against all post-October 10, 1980 Cuban and Haitian arrivals. Criteria for undertaking exclusion procedures is to be the same as for all excludable aliens under the Immigration and Naturalization Act. According to the INS, as of January 29, 1981, 13 Cubans and 3,909 Haitians are affected by this order.

## 1. THE CUBAN/HAITIAN TASK FORCE

### Contact Persons

| | |
|---|---|
| Wilford J. Forbush<br>Director | Sylvia Gonzalez<br>Director of Miami Office |
| Arthur P. Brill<br>Director, Public Affairs | Larry Mahoney<br>Public Affairs |
| Cuban/Haitian Task Force<br>1133 - 15th Street, NW<br>Washington, DC 20005<br>(202) 653-8600 | Cuban/Haitian Task Force<br>330 Biscayne Boulevard<br>Miami, Florida 33101<br>(305) 350-4095 |

### The Program

The Cuban/Haitian Task Force was created by order of the President in July, 1980, and operated under the auspices of the Department of State until responsibility for the Task Force was transferred to the Department of Health and Human Services in November, 1980. The primary function of the Cuban/Haitian Task Force is to facilitate the orderly and coordinated reception, processing and resettlement of Cubans and Haitians. Coordination includes the efforts of Federal, state, local, and voluntary agencies.*/

The Task Force has been responsible for the operation of four Cuban resettlement camps, located at Eglin Air Force Base, Florida; Fort Indiantown Gap, Pennsylvania; Fort Chaffee, Arkansas and Fort McCoy, Wisconsin. On October 9, 1980, the four centers were consolidated into the one remaining center at Fort Chaffee, Arkansas, where the Task Force continues to maintain its operational responsibilities. Most Haitian entrants are processed at the Krome North Center, near Miami. Krome North was formerly used for processing Cubans and is currently operated by the Immigration and Naturalization Service. An additional site at Fort Allen, Puerto Rico, has been prepared to receive newly arriving entrants, but awaits the outcome of legal proceedings challenging its use.

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*/ Additional information on the relationship of the Cuban/Haitian Task Force to other agencies appears in the Overview section on "Cuban and Haitian Entrants", pg. 13B.

The Cuban/Haitian Task Force maintains offices in Miami, Florida and Washington, D.C., as well as at the Fort Chaffee reception center.

## Relevant Publications

A Report of the Cuban-Haitian Task Force, the Cuban/Haitian Task Force, Department of State (November 1, 1980). For information about the report, contact Lee Weinstein, Cuban/Haitian Task Force, 1133 - 15th Street, NW, Washington, DC 20005, (202)653-8600.

# III.

# OFFICE OF THE U.S. COORDINATOR FOR REFUGEE AFFAIRS

# THE U.S. COORDINATOR FOR REFUGEE AFFAIRS

/ Contact Person /

| | |
|---|---|
| Carol Hecklinger<br>Assistant Coordinator for Refugee Affairs<br>Office of the U.S. Coordinator for Refugee Affairs<br>Department of State<br>Washington, DC 20520<br>(202) 632-5230 | Joseph Coleman<br>Program Development Officer<br>Office of the U.S. Coordinator for Refugee Affairs<br>Department of State<br>Washington, DC 20520<br>(202) 632-5230 |

President Carter created the Office of the U.S. Coordinator for Refugee Affairs in February 1979 to provide policy guidance and coordination for all U.S. international and domestic refugee program activities. The Coordinator has the rank of Ambassador-at-large, since many of his responsibilities involve discussion and negotiations with foreign governments and international organizations on refugee matters. In November 1979, President Carter appointed Victor H. Palmieri to the position of U.S. Coordinator, and the U.S. Senate confirmed him as Ambassador-at-large on December 19, 1979. The Refugee Act of 1980 (Public Law 96-212), which became effective on April 1, 1980, legislatively mandates the office.

According to the Refugee Act (Section 301 (b)(1) - (9)), the U.S. Coordinator is responsible to the President for:

- Overall U.S. refugee policy;
- Coordination of international and domestic admission and resettlement programs;
- Design of the overall refugee budget strategy with policy guidance to federal agencies;

- Presenting the Administration's refugee policy and its relationship to federal agencies' budget requests to Congress;
- Advising the President, the Secretary of State, the Attorney General, and the Secretary of Health & Human Services on the relationship of the overall refugee policy to the admission and resettlement of refugees in the U.S.;
- Representing the U.S. to other governments and international organizations concerning refugee issues;
- Liaison between the federal government, voluntary resettlement agencies, Governors, mayors, and others;
- Recommending to the President federal priorities concerning the admission of refugees; and
- Reviewing federal regulations, guidelines, requirements, and procedures.

Ambassador Palmieri carries out his role of policy coordinator through the Interagency Committee for Refugee Affairs, which meets regularly under his chairmanship. The Committee consists of representatives of all federal agencies involved in domestic refugee programs, including the Departments of Health and Human Services, State, Labor, Justice, Education, and Housing and Urban Development. The Committee also includes representatives of other federal agencies, including the Office of Management and Budget; National Security Council; Domestic Council; Central Intelligence Agency; and the Departments of Defense and Commerce.

As an interagency coordinator, Ambassador Palmieri serves at the direction of both the President and the Secretary of State, and is assisted by a staff located at the Department of State. The refugee programs which the Coordinator oversees are expected to amount to a total of $1.1 billion in FY '80.

Current priority activities of the Office of the Coordinator include:

- review of federal agency activities and policy;
- planning and conducting a series of regional conferences in refugee-impacted areas of the U.S. to facilitate the coordination of federal, state, and local resources affecting resettlement;
- planning for improved placement strategies for the distribution of refugees among states and localities, and for more regular and systematic consultation with local government and community leaders on the placement of refugees;
- working with the Departments of State and Health & Human Services to develop monitoring and evaluation structures for reception and placement activities and services to refugees after arrival in American communities; and
- working to improve communication between refugees and other minority groups and to improve linkages between refugees and others needing services.

The budget for the Office of the U.S. Coordinator for Refugee Affairs in FY '79 was $350,000, and in FY '80 and '81 is approximately $550,000.

# IV.

# VOLUNTARY AND STATE RESETTLEMENT AGENCIES

# VOLUNTARY AND STATE RESETTLEMENT AGENCIES

## A. INTRODUCTION - THE ROLE OF VOLUNTARY AND STATE AGENCIES IN REFUGEE RESETTLEMENT

The history of immigration and refugee affairs in the United States is rich with the involvement of the private sector. Since 1946, the private sector has resettled over 2.5 million people from all over the world. This humanitarian response of the American people has been operated almost exclusively by a group of private, non-profit organizations reflecting the broad ethnic, religious, and humanitarian strengths of the United States. The organizations and their constituencies have provided the necessary human and financial resources. In recent years some state and local governments have also undertaken reception and placement contracts. The current resettlement agencies include seven religious, four secular, and two state organizations:

- American Council for Nationalities Service
- American Fund for Czechoslovak Refugees, Inc.
- Buddhist Council for Refugee Rescue and Resettlement
- Church World Service
- Hebrew Immigrant Aid Society, Inc.
- Idaho State Voluntary Agency
- International Rescue Committee, Inc.
- Iowa Refugee Service Center
- Lutheran Immigration and Refugee Service
- National Council of YMCAs

- Tolstoy Foundation, Inc.
- U.S. Catholic Conference
- World Relief Refugee Services

Since World War II the voluntary resettlement agencies have been the organizations most directly involved with refugees, playing major roles with regard to refugee relief, pre-migration planning, orientation and other services to refugees after arrival in the U.S., including advocacy regarding refugee issues. The agencies, especially, have played a major role with regard to U.S. refugee policy, as witnessed in provisions of the Refugee Act of 1980.

The voluntary resettlement agencies have varying national, regional, and local structures in their resettlement networks. Some deliver or coordinate services primarily from the national level and therefore have a strong national presence. Others use their national staff to coordinate their programs throughout the country and to help stimulate both professional and voluntary participation at the regional and local levels.

The non-secretarian agencies have normally relied upon sponsorship of refugees by individuals, families or community groups, or have taken on the tasks of sponsorship directly, through a network of local offices with professional and often bilingual casework staff. The religious-affiliated agencies have usually linked refugees with their local churches, parishes, or synagogues, which provide sponsorship and direct assistance to refugees.

In the past, the voluntary agencies provided assistance without government financial support, using their own staff, volunteers and financial resources to provide services to refugees. In recent years, however, the federal government has provided the voluntary agencies with supplementary financial support for initial resettlement costs. The Department of Health and Human Services has provided funds to voluntary resettlement agencies for the small number of Cuban prisoners and others who have been allowed to leave Cuba (not the current Cuban/Haitian entrants). There is also one matching grant program of $1,000 per capita for Soviet and other non-Cuban, non-Indochinese refugees, primarily for Soviet Jews. The $2,000-per-person program ($1,000 from the private sector plus the $1,000 federal match) is designed to meet maintenance and training needs rather than the reception and placement expenses (see Section V B(e)).

The State Department provides per capita resettlement grants for the majority of refugees entering the U.S. These reception and placement grants are administered through contracts that now identify both required and optional services to refugees, which are intended to help them attain self-sufficiency as rapidly as possible.

## B. THE DEPARTMENT OF STATE RECEPTION AND PLACEMENT CONTRACTS WITH VOLUNTARY AND STATE AGENCIES

In recent years the Congress has recognized the need to supplement the resources of the private sector in order to respond to the growing need for resettlement opportunities in the U.S. and provide partial support for some of the initial costs involved in domestic resettlement. This has resulted in per capita payments to resettlement agencies under contract to the Department of State's Bureau of Refugee Programs. During the summer of 1980, the U.S. government and the resettlement agencies have been involved in renegotiating the terms of this contractual agreement, and complete terms of the contract have not been resolved at the time of this printing. There are, however, certain principles of agreement concerning services, that are outlined below.

Article I of the proposed contract describes the goal of the resettlement agencies' (contractors') activities:

> ...the Grantee shall use its best efforts to assure successful resettlement of each assigned refugee into American life, leading toward economic self-sufficiency and hereby minimizing dependency on state and local assistance.

Article II specifies the contract period, October 1, 1980 through September 30, 1982.

Article III, which describes "Required Core Services" and "Optional Services," is printed below:

## ARTICLE III

## RESPONSIBILITIES

### A. Required Core Services

The Grantee undertakes to assure, either from the resettlement grants or from other sources, the availability of the following assistance up to one year to each refugee who arrives in the U.S., during the period October 1, 1980 through September 30, 1981:

1. Pre-Arrival
   - a. Secure resettlement opportunity
   - b. Provide needed information to local sponsor or resettlement office
   - c. Make available orientation materials to appropriate, interested local agencies and individuals
   - d. Conduct resettlement preplanning, including as appropriate, recruitment and training of persons adequate to render services enumerated below
2. Reception
   - a. Arrange for the refugee to be met at the airport nearest to the refugee's final destination and transported to final or transient quarters
   - b. Provide temporary accommodations, as necessary, and assist in obtaining initial housing and essential furnishings, which may include one month's rent and security deposit and other essential fees necessitated by the resettlement process
   - c. Assure that food or a food allowance is provided and that the other basic needs of the refugee are met for up to one month after arrival or until other resources are available, whichever comes first
   - d. Provide minimum clothing for refugees upon arrival if necessary
   - e. Assist refugees in applying for a social security card and in registering children for school

3. Counseling and Referral (performed in coordination with other locally available counseling and referral services)

   a. Orientation

      Oral orientation to refugees and sponsors supplemented by:

      (1) General and local multilingual or bilingual orientation materials developed by the Grantee, local coordinating councils, and/or others as available

      (2) Materials for sponsors, including an explanation of the resettlement process and the sponsor's role

   b. Health

      (1) Encourage and assist the refugees as soon as possible after arrival to seek health services available through the local health system (public or private) and assist refugees with known health problems to secure follow-up treatment as necessary

      (2) Coordinate with the local health authorities on programs which assist in health care, orientation and education of the refugee about the health care system

   c. Employment and Services

      (1) Provide job counseling and assistance in placing employable refugees in jobs on arrival and/or thereafter as necessary and appropriate

      (2) Advise the refugees on the availability, advisability and procedure for applying for various training programs as needed and appropriate

4. Consultation with Public Agencies

   a. Inform interested local government authorities about the Grantee's resettlement program

   b. Provide advice when requested by local welfare or employment services about a refugee's employability

c. Work with representatives of federal, state and local government agencies directly concerned with or affected by the resettlement process or which have existing services that may be available to the resettled refugees.

5. Unaccompanied Minors

The foregoing notwithstanding, the primary undertaking of the Grantee with respect to unaccompanied minors shall be to place them within an extended family setting, or the existing child welfare system, to ensure they will have the benefit of the same services and protections available in general to minors in that community. To the extent necessary, the Grantee will cooperate with public welfare authorities to assure that the placements of such minor children are legally sufficient and appropriate.

B. Optional Services

Funds provided herein may be used in any project or activity which is of assistance to Indochinese refugees in the process of their resettlement in the United States and their successful integration into society. Care should be taken to avoid duplication of other available and adequate services, public or private. Some of these services overlap or expand the basic core services outlined in Section A, Paragraphs 1 through 4 above. The fact that such provisions are repeated in a permissive form in Section B does not minimize the mandatory character of the required services in Section A, Paragraphs 1 through 4. It is understood and agreed that these services may be provided not only to those refugees arriving in the United States during the period October 1, 1980 through September 30, 1981 but also to those refugees who previously arrived. These services could include, but are not limited to, the following:

1. Pre-Arrival Services and Facilitation

   a. Administration and policy coordination at national level

   b. Public information and education

   c. Securing resettlement opportunities including local service planning, coordination and information

      (1) Location of stateside relatives

      (2) Promotion to prospective sponsors, national distribution

    (3) Matching of refugee with local sponsors, with special regard to matching specific needs to resources

  d. Coordination of travel and local reception between ICEM, national agency and sponsor

2. Port of Entry Services

  a. Public Health, Immigration, and Customs assistance

  b. Emergency needs, including health, clothing and food

  c. Arranging for onward bookings, confirmation and securement

  d. Providing care through onward movement to final destination

3. Services Under Reception and Placement

  a. Arranging for availability of transit facilities before arrival at final destination

  b. Providing ongoing community orientation

  c. Providing ongoing assistance with basic physical needs -- health, housing, employment and transportation

  d. Arranging extensive orientation of individual families on basis of self-sufficiency potential and means:

    (1) Employment assessment, employment career planning, counseling placement and follow-up

    (2) Information and referral to public services as needed, including MEDICAID and Social Security Programs, etc.

    (3) Assessment of language and skills training requirements

    (4) Provision of training and/or referral

    (5) Utilization of and access to community resources to enhance resettlement process

  e. Furnishing emergency financial and crisis intervention

f. Continued monitoring of reception and placement process

4. Ongoing Resettlement Services to Refugees and Sponsors

a. Providing family counseling particularly with regard to educational, medical and employment problems

b. Providing continued orientation and assistance with adjustment problems -- social, legal and financial

c. Arranging Immigration counseling and assistance -- adjustment of status and naturalization counseling

d. Assisting with job upgrading and introducing additional family members into the labor market

e. Working with refugee communities on self-help activities and assistance to new arrivals

f. Arranging for day care services and providing family planning information and counseling

g. Providing ESL instruction, tutoring and curriculum development

h. Establishing revolving loan funding

i. Locating relatives in the United States and abroad

j. Arranging grants or loans for emergency needs, including down payments for housing, especially for large families

k. Providing information services, including development of materials, interpreter/translation services

l. Assisting with relocation within the United States where warranted

m. Arranging ongoing community orientation for target groups such as the elderly

n. Assisting refugees with preservation of cultural heritage and maintenace of cultural contact

o. Establishing and providing mental health programs

p. Emergency health care maintenance for conditions developed during training, care and maintenance

q. Training and retraining artisans, academic graduates, professionals and technicians

r. Providing or arranging for services such as examinations and payment of tuition which materially contribute to employment and income objectives

s. Ongoing monitoring of resettlement programs

5. Activities Facilitating Effective Management and Delivery of Programs

a. Coordination with federal, state and local government and other service providers

b. Arranging staff development and training, including training Indochinese paraprofessionals and community volunteers

c. Meetings and communications -- national, regional and local networks

d. Servicing management needs and education

Article IV of the agreement, still under revision, deals with administration of the contract. Article V outlines funding and payment procedures. Article VI outlines financial and program reporting requirements, and Article VII identifies the program liaison office as:

The Office of Asian Refugees
Bureau for Refugee Programs
Department of State
2201 "C" Street, NW
Washington, DC 20520

Financial liaison activities are conducted with:

The Office of Contracts and Grants
Management and Financial Analysis
Bureau of Refugee Programs
Department of State
2201 "C" Street, NW
Washington, DC 20520

## C. VOLUNTARY AND STATE RESETTLEMENT AGENCIES

### 1. THE AMERICAN COUNCIL OF VOLUNTARY AGENCIES FOR FOREIGN SERVICE, INC.

Contact Persons

Leon Marion, Executive Director of ACVA
Ingrid Walter, Chairperson,
Committee on Migration and Refugee Affairs
Theron Vanscoter,
Secretary to the Committee on Migration
and Refugee Affairs

The American Council of Voluntary Agencies
for Foreign Service, Inc.
Committee on Migration and Refugee Affairs
200 Park Avenue South
New York, NY 10003
(212) 777-8210

The American Council of Voluntary Agencies for Foreign Service, Inc. (ACVA) was formed in 1945 to provide American voluntary agencies which carry on overseas programs with a forum for information exchange, planning and joint action in consultation with the U.S. government, the United Nations and other organizations active in relief, development, and refugee assistance.

ACVA has 46 member agencies. The Council's activities are facilitated through three committees: the Committee on Development Assistance and the Committee on Material Resources, both of which deal primarily with developmental, disaster and material aid; and the Committee on Migration and Refugee Affairs, which focuses on international and domestic resettlement issues and programs. Each member voluntary agency is entitled to one representative on each of the committees.

The Committee on Migration and Refugee Affairs consists of representatives from approximately 26 ACVA member agencies. Eleven of these agencies have contracts with the Department of State for the reception and placement of refugees in American communities.*/ The resettlement agencies have established processing centers in Southeast Asia through their Joint Voluntary Agency Representatives (JVAR), as well as a processing and statistical center in the New York office involved in the processing of Indochinese refugees accepted by the U.S.

Representatives of the voluntary agencies involved in refugee resettlement meet weekly in New York to allocate among the participating resettlement agencies the refugees who will be resettled in the United States. It is at these meetings that agencies undertake sponsorship of specific refugees from the camps overseas.

The Committee on Migration and Refugee Affairs meets regularly to discuss cooperative action and to consult with the Departments of Health and Human Services, Justice, Labor and State, the Congress, the United Nations High Commissioner for Refugees and others concerned with the world refugee situation.

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*/ Two state resettlement agencies (Idaho and Iowa), who are not ACVA members, also have State Department contracts for Indochinese resettlement.

## a. AMERICAN COUNCIL FOR NATIONALITIES SERVICE (ACNS)

Contact Persons

Wells C. Klein, Executive Director
Sidney Talisman, Associate Director
H. Roy Williams, Assistant Director/Refugee Resettlement Services
Christine Gaffney, Assistant Director/Refugee Resettlement Services
Jan Franklin, Director of Refugee Processing Division
Nancy Long, Senior Program Associate/Resettlement Services
Elizabeth Mueller, ESL Specialist

American Council for Nationalities Service
20 West 40th Street
New York, NY 10018
(212) 398-9142

For a listing of the ACNS member agencies and affiliates active in the refugee resettlement program, see Appendix C (1)

The American Council for Nationalities Service (ACNS), is a national non-sectarian, coordinating organization for a network of 30 community-supported social service agencies that assist immigrants, refugees, and the foreign-born in adjusting to American society. These agencies, the majority called International Institutes or Nationalities Service Centers, have a long history of service to the foreign-born in such areas as English language training, immigration counseling, social and educational services, and interethnic programs and activities. ACNS resettles refugees through its network of member agencies, as well as through five local resettlement agencies who have affiliated with ACNS in recent years.

Since 1975, ACNS has participated in the resettlement of Indochinese, Cuban, African, Chilean, and other refugees. Between January 1979 and June 30, 1980, ACNS resettled slightly more than 23,000 refugees. At present, an estimated 90% of the refugees being resettled through ACNS agencies and affiliates are Indochinese; the largest proportion of the remaining 10% are Cubans.

Of ACNS's 30 member agencies, 16 are actively involved in current refugee resettlement programs. Almost all 30 agencies are involved in some form of assistance to refugees, however, since the primary function of all ACNS agencies is service to immigrants and the foreign-born within their communities. Such assistance may take the form of English language classes, employment counseling, or help with adjustment of immigration status.

ACNS resettles refugees primarily through its participating member agencies and resettlement affiliates. Generally the local agency or affiliate serves as the sponsor. ACNS encourages co-sponsorships, which may be arranged between a member agency (or affiliate) and a local club or organization, fraternal group, church congregation, private individual, or refugee family (in cases of family reunification). Co-sponsors work closely with the local member agency or affiliate. In addition, member agencies and co-sponsors often benefit greatly from the participation of local volunteers.

The ACNS national organization supports its member agencies and local affiliates through a broad program of national services. National ACNS provides site visits, funding, staff development, public and sponsor-development information, specialized consultant services and technical assistance (in such areas as ESL training, accounting and management, fundraising, etc.), and special assistance with major casework problems if called upon by a member agency. National policy is developed jointly by ACNS and its constituent member agencies, which are fully autonomous.

All refugees resettled through ACNS are the direct responsibility of the local member agency or affiliate, whose trained professional staff oversee all the major aspects of local resettlement and follow-up. Member agencies participate heavily in special projects involving language, mental health, and employment services for refugees.

ACNS agencies have historically provided English language instruction to non-English speaking groups in their communities. Most have set up language classes for the recent groups of refugees. Many agencies also have full-time job placement staff. Other services typically provided by ACNS agencies include bi-cultural orientation, health and mental health counseling, family planning, information and referral to community resources, adult education programs, and social and recreational activities. Most agencies also provide opportunities for some type of inter-cultural or inter-ethnic exchanges or programs.

In addition to its refugee resettlement program and its services for immigrants and the foreign-born, ACNS functions nationally in an advocacy role, monitoring Congressional and government agency developments in the immigration and refugee fields and promoting an equitable national immigration and refugee policy.

## Principal Publications

ACNS publishes a weekly information service called Interpreter Releases, which provides up-to-date technical information on legislative, administrative, and judicial developments relating to immigration and naturalization. ACNS also publishes a widely used, 146-page handbook, How to Become a Citizen of the United States, and cooperates with the United States Committee for Refugees, an information and advocacy organization, in the publication of the U.S. Committee's annual World Refugee Survey.

## b. AMERICAN FUND FOR CZECHOSLOVAK REFUGEES, INC. (AFCR)

Contact Person

Dr. Jan Papanek, President
Vojtech Jerabek, Executive Director
Tatiana Wremenko, Director of Indochinese Program

American Fund for Czechoslovak Refugees, Inc.
1790 Broadway - Room 513
New York, NY 10019
(212) 265-1919

For a list of regional offices and contact persons see Appendix C (2)

The American Fund for Czechoslovak Refugees (AFCR), was organized in 1948 to help resettle refugees from Czechoslovakia and other communist-ruled countries in Central and Eastern Europe. Though its historical emphasis has been on resettling Czechoslovak and other East European refugees, AFCR has aided in the resettlement of refugees from other parts of the world as well. In 1973 AFCR was active in the resettlement of Asians expelled from Uganda, and since 1975 it has participated in the effort to resettle refugees from Indochina. AFCR currently operates a special unit for its Indochinese resettlement program, employing five Indochinese staff members.

AFCR resettles Czechoslovak and Eastern European refugees not only in the U.S., but in Canada, Latin America, Austrialia, and other areas of the world, and is also involved in their integration in countries in Western Europe. In its 32 years, AFCR has helped to resettle more than 115,000 refugees worldwide. In FY '80, an estimated 80% of the refugees it resettled in the United States were Indochinese (approximately 4,500); the remaining 20% were primarily Czechoslovak. At present, more than 800 Czechoslovak refugees are in West Germany and about 1,000 in Austria, both groups awaiting resettlement either in the U.S. or some other country. These figures reflect an upsurge in the numbers leaving Czechoslovakia, and point to part of the challenge that AFCR expects to meet in the coming year.

AFCR maintains offices in several European countries, as well as four offices in the U.S.: its central headquarters in New York City (which also acts as its regional center for Mid-Atlantic resettlement), and regional offices in Boston, Salt Lake City, and San Francisco. The organization's resettlement program is carried out primarily through the medium of these four offices and through the aid and co-operation of local Czechoslovak groups and organizations throughout the United States.*/

The national office in New York provides its regional units with policy direction, staff training, site visits, and information services. Its four regional offices are responsible for securing sponsorships and for arranging local resettlement services -- such as English language training, employment placement, orientation of refugees and sponsors, medical screening, etc. AFCR also provides emergency funds, when necessary, for such basic necessities as lodging, food, and clothing.

AFCR conducts its work in Utah in close cooperation with that state's Department of Human Services, which provides free medical and other support services to the resettlement population. The

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*/ Within New York City, AFCR's Indochinese resettlement program is carried out mostly in cooperation with the Concerned Committee for Indochinese Refugees, which functions similarly to an AFCR regional office.

Utah Department of Family Services also provides foster care services. In addition, more than 175 Czechoslovak refugees are currently enrolled in a job development program in Salt Lake City, funded through a federal (Health and Human Services) matching grant.

The Boston office works in close cooperation with state and local authorities, local organizations, and Indochinese mutual assistance associations in providing refugees with a full range of basic resettlement services. The AFCR office in San Francisco is in charge of the reception of all AFCR refugees arriving at West Coast airports, and makes the necessary arrangements for them to reach their designated destinations. In addition,it resettles refugees on the West Coast, the majority of whom are family reunification cases.

## c. BUDDHIST COUNCIL FOR REFUGEE RESCUE AND RESETTLEMENT

Contact Person

NATIONAL OFFICE:

Mr. David Rounds, Executive Co-Director
Ven Thich Hang Dang, Executive Co-Director
Buddhist Council for Refugee Rescue and Resettlement
City of Ten Thousand Buddhas
Talmadge, CA 95481
(707) 462-0939

The Buddhist Council for Refugee Rescue and Resettlement became a member of ACVA on July 18, 1980, and is now one of the resettlement agencies under contract with the U.S. State Department. Originating from its national office in Talmadge, California, this consortium of Buddhist groups across the country is establishing branch offices in San Francisco, Los Angeles, Seattle, and New York City. BCRRR works through existing networks comprised of over thirty Buddhist groups, including American, Chinese, Japanese, Sri Lankan, Tibetan and Indochinese Buddhist organizations.

A unique resettlement model is currently being developed by the Council's national office. Through federal funding channeled through the State of California Department of Social Services, a three-month training course will be offered, initially to 300 refugees (75 per quarter). In order to provide time for both recuperation and adjustment, incoming refugees will be housed on the campus of the Dharma Realm Buddhist University. During this period of rest and preparation, the refugees will receive intensive vocationally-oriented English language training and participate in orientation and acculturation programs. In addition to classroom work, refugees will go on field trips designed to give them a sense of life in American communities.

Upon completion of the initial training, refugees will be paired with compatible sponsoring Buddhist congregations. A concerted effort is being made to place "free cases" in unimpacted geographic areas with an active Buddhist organization.

In October 1980, the Buddhist Council will begin to resettle Indochinese refugees. In most cases, Buddhist temples will undertake local sponsorship; in some instances, the Buddhist Council's branch office will be the official sponsor.

Operating out of Buddhist temples, branch offices will be in constant touch with the national center. Both the national and branch offices will work closely with local Buddhist temples and self-help groups, to help them provide the services necessary for successful resettlement. Additional funding is currently being sought from the more established Asian communities, to support the kinds of training and technical assistance needed by local Buddhist groups and their resettlement workers to prepare for continued involvement.

## Publications

To give receiving American communities a better understanding of refugees, the Council plans to prepare materials explaining the Buddhist world view and cultural differences. More details regarding this new program are available through the national office.

/ Contact Persons /

**BRANCH OFFICES:**

Mr. Douglas Powers
BCRRR
Gold Mountain Monastery
1731 15th Street
San Francisco, CA 94103
(415) 621-5202

Ms. Nancy Boyd
BCRRR
c/o American Council of
Voluntary Agencies
200 Park Avenue South
New York, NY 10003
(212) 777-8210

## d. CHURCH WORLD SERVICE (CWS)

### Contact Persons

Paul McCleary, Executive Director, Church World Service
Ronald Stenning, Acting Director, Immigration and Refugee Program
Robert White, Associate Director
John Tenhula, Consultant/Information Officer
Elise Tsomaia, Director, Social Services
John Backer, Director, Reception

Church World Service
Immigration and Refugee Program
475 Riverside Drive, Room 666
New York, New York 10027
(212) 870-2164

Church World Service - LA
5250 Santa Monica Boulevard
Suite 311
Los Angeles, California 90029
(213) 666-2708

For a listing of the denomination refugee offices, and the Ecumenical Refugee Resettlement and Sponsorship Services local projects, see Appendix C(3).

Church World Service (CWS) is the relief and development arm of the Division of Overseas Ministries, National Council of Churches of Christ in the U.S.A. As such, CWS is the focal point for coordinating the relief, development, and refugee resettlement activities of 32 Protestant, Anglican, and Orthodox denominations in the United States. One of the major resettlement agencies developing resettlement opportunities for Indochinese and other refugees, CWS has been active in refugee work since 1946. Church World Service and its denominations are commited to the global dimensions and concerns of the refugee situation, and to this end CWS works closely with its colleague organization, the World Council of Churches, in Geneva, Switzerland.

Philosophically, CWS is strongly committed to the "congregational model" of refugee resettlement. Through the 32 member denominations of Church World Service, local congregations enable individual refugees or refugee families to become self-sufficient, independent community members. The tasks involved in a congregational sponsorship are viewed as a moral, not a legal, commitment.

At present, an estimated 85 percent of the CWS denominational resettlement effort is directed at resettling Indochinese refugees. The balance of this program is applied to meeting the resettlement needs of Cuban refugees, as well as Ethiopian, Rumanian, Armenian, and other refugees.*/ The 15 Protestant, Orthodox and Anglican denominations active in the CWS refugee resettlement program **/ have resettled more than 30,000 Indochinese refugees during the past five years, in all 50 states, the District of Columbia and Guam.

Between January 1, 1979 and June 30, 1980, CWS has assisted in the resettlement of 25,554 Indochinese refugees, and 6,562 refugees from other areas of the world.

CWS's national program and policy guidelines for emergency refugee assistance and for sponsor recruitment, education and training -- as well as for its national advocacy efforts in the refugee and immigration sphere -- are designed by the Immigration and Refugee Program Committee (IRPCOM), comprised of a refugee resettlement officer from each denomination participating in refugee resettlement.

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*/ At this writing, CWS provides general assistance to the Haitians who have fled to the U.S., and is not directly involved in Haitian refugee resettlement.

**/ Of its 32 member denominations, 15 have established Refugee Resettlement Offices.

CWS coordinates:

(a) International refugee case processing and port-of-entry reception;

(b) The distribution of refugee cases to denominational resettlement offices;

(c) Information services and technical assistance to denominations (including sponsor information, sponsorship training, and consultant services in bi-cultural orientation, language training, and social services);

(d) Public information and national advocacy; and

(e) Financial and operations management.

These programs are administered and coordinated nationally by the Church World Service Immigration and Refugee Program (CWS/IRP) in New York City, in conjunction with a field office in Los Angeles. CWS/IRP also coordinates pre-arrival reception (i.e. before the refugees reach their final destination in the U.S.) through New York, Los Angeles, San Francisco and Seattle airport reception services, and emergency funding on a case-by-case basis, to refugees and/or sponsors, through denominational offices.

Following CWS's commitment to the congregational model, local resettlement -- from local reception through post-settlement follow-up -- is carried out and financed primarily by sponsoring congregations. Sponsoring congregations relate to CWS mainly through their respective denominations. Each denomination recruits sponsors through its local congregations, places refugees with them, and continues, with the assistance of various CWS structures, to back up the sponsorship.

Within the past few years, 34 Ecumenical Refugee Resettlement and Sponsorship Services (ERRSS) projects have been established by CWS through state and local ecumenical organizations, to identify sponsors and coordinate ecumenical activities related to refugee resettlement. These offices work with both local ecumenical structures and with the denominations. In addition to publicizing refugee needs and developing sponsors in their regions, these development offices are designed to provide bilingual/bi-cultural support services and crisis counseling, assist refugees in adjusting their immigration status, and provide (and/or advocate for) education, ESL, employment and vocational training services in local communities.

Through conferences held in various regions throughout the country, CWS is concerned with assisting both religious and secular communities in coming to terms with the challenging issues associated with refugee resettlement. These issues include minority concerns, the question of undocumented workers, the traditional fears many people in the U.S. have concerning refugees, including perceived competition in housing and employment, the costs and numbers of people involved in our refugee program, and other issues of community concern.

## Major Publications

The Immigration and Refugee Program of CWS publishes Refugees and Human Rights Newsletter four times yearly, to provide information on refugee and human rights situations throughout the world, as well as news and resources to aid those involved in refugee resettlement. CWS also issues periodic Refugee Updates ("African Refugee Update", "Latin America Refugee Update", etc.) to keep its network of churches, denominations, and resettlement workers informed on current issues related to refugee resettlement concerns.

## e. HEBREW IMMIGRANT AID SOCIETY, INC. (HIAS)

### Contact Persons

Gaynor I. Jacobson, Executive Vice President
Ann Rabinowitz, Director of U.S. Operations
William Males, Supervisor of Post Migration Department
Dail Stolow, Director of Community Services
Rose Epstein, Supervisor of Pre-Migration Department
Ezekiel Pearlman, Director of Indochinese Department
Rita Asen, Indochinese Program
Beryl Levy, Indochinese Program

HIAS, Inc.
200 Park Avenue South
New York, NY 10003
(212) 674-6800

For a list of local offices and affiliates, see Appendix C (4)

HIAS, the Hebrew Immigrant Aid Society, is the one hundred-year old refugee and migration agency of the organized Jewish community in the United States. While HIAS has primarily serviced Jewish refugees and migrants, over the years it has also worked with most of the major refugee migrations to the United States -- including, in recent years, the refugees from Cuba and Indochina. Between January, 1979 and July 31, 1980, HIAS resettled, within the U.S., approximately 40,500 Soviet Jews; 7,465 Indochinese refugees; and 801 Iranians. HIAS is also assisting in the camps which were established for Cuban entrants who arrived in the U.S. in 1980.

In resettling both Jewish and other refugees, HIAS uses the extensive network of local Jewish Federations and their direct-service agencies -- such as Jewish Family Services, Jewish Vocational Services and Jewish Community Centers -- that exist throughout the country. Under the HIAS resettlement pattern, the professional staff members of these various agencies within the Jewish community take primary responsibility for refugee resettlement; in turn, staff members of these agencies often train and utilize the services of volunteers. While the primary emphasis for resettlement is on Jewish community organization, HIAS also works with synagogues, families, and individuals for sponsorship purposes.

In the case of the Indochinese refugees for which HIAS has assumed responsibility in recent years, approximately 75% have been resettled directly by the organized Jewish community. The remainder have been resettled through special arrangements established with a few local non-sectarian agencies or, in some cases through arrangements with local Indochinese mutual assistance associations and private sponsors.

In general, with regard to all refugee groups, the central HIAS office in New York City handles pre-arrival planning, placement with local communities, and policy coordination at the national level. Reception and resettlement in local communities, as well as follow-up services, are conducted by the local Jewish social service organizations. These local agencies are organizationally independent of HIAS and act with full autonomy. HIAS monitors the progress of local resettlement programs and conducts nationwide seminars on resettlement. In addition, its professional case work staff is available to local agencies for advice and assistance as needed.

The local Jewish social service agencies -- often under the coordinating aegis of Jewish Federations -- provide initial orientation, employment assessment and job search assistance, enrollment in ESL classes, socialization programs, and emergency financial and crisis intervention assistance.

Follow-up resettlement services provided by Jewish social service agencies include family and educational counseling, help with adjustment problems, job upgrading assistance, and the introduction of additional family members into the labor market. Other follow-up services frequently available include day care, family planning, and assistance to refugee communities in fostering self-help programs and activities.

## f. INTERNATIONAL RESCUE COMMITTEE

Contact Persons

Charles Sternberg, Executive Director,
International Rescue Committee
Robert DeVecchi, Coordinator of Indochina Project
International Rescue Committee, Inc.
386 Park Avenue South
New York, New York 10016
(212) 679-0010

Nan Borton, National Resettlement Coordinator
International Rescue Committee
1732 "Eye" Street, N.W.
Washington, D.C. 20006
(202) 333-6814

For list of regional offices and contact persons see Appendix C(5).

The International Rescue Committee (IRC) is a non-sectarian organization which has been involved in all aspects of refugee relief and resettlement since 1933. It was established in that year to help anti-Nazis escaping from Hitler's Germany find asylum. After World War II, IRC assisted thousands of Europeans who found it impossible to return to their homelands.

An integral part of the work of IRC has been the creation of investigative commissions, such as the Citizens Commission on Indochinese Refugees, which have brought about increased awareness concerning worldwide refugee problems, and have had a significant impact on the formulation of U.S. refugee policy. IRC operates internationally, with resettlement offices in Western Europe, Latin America, Canada, Southeast Asia, and other parts of the world. It also operates medical, educational, and other relief programs in refugee camps overseas.

In recent years, IRC has assisted in the domestic resettlement of refugees from Indochina, Eastern Europe, Russia, Afghanistan, Ethiopia, and Iran, as well as refugees and recent entrants from Cuba. The largest group that IRC has helped to resettle are the Indochinese. Since 1975, IRC has resettled more than 50,000 refugees from Vietnam, Laos and Cambodia. IRC acts in most instances as the primary sponsor.

The national IRC headquarters provides oversight and assistance to the 16 IRC regional offices. Specific national staff activities include oversight of regional office staff sizes and budgets, program analysis, instruction as to general policy guidelines, and the providing of information services. Representatives of the national office regularly visit the regional offices. The national office convenes annual national meetings of the regional directors and annual regional meetings of caseworkers. The IRC National Resettlement Coordinator works out of the organization's Washington, D.C. office.

The regional offices vary in size from five to 22 employees. Many IRC staff members are, or have been, refugees themselves. Directors of the regional offices represent IRC in their area and determine the day-to-day operations and priorities of the regional offices. IRC regional office staff include professional caseworkers, bilingual resettlement officers, and job development and placement specialists--all of whom assist in securing the full range of social services, orientation, language training, and employment assistance necessary for successful resettlement. The regional offices also produce orientation materials and other informational materials as needed.

## g. LUTHERAN IMMIGRATION AND REFUGEE SERVICE (LIRS)

/ Contact Persons/

Ingrid Walter, Director

Pre-Arrival Processing: Ruth Dieck, Manager of Processing Unit
Arrival: Tusja Trelin, Manager of Records, Reports and Reception
Post Arrival: Marta Brenden, MSW, Social Services Coordinator

Lutheran Immigration and Refugee Service
Lutheran Council in the USA
360 Park Avenue South
New York, NY 10010
(212) 532-6350
(800) 223-7656

For a list of regional consultants, see Appendix C(6)

The national Lutheran program for refugee resettlement started in 1939 through the organization of a department of welfare within the National Lutheran Council. The department worked with local welfare agencies in helping Lutheran refugees during World War II. In 1948, the Lutheran Resettlement Service was created to resettle displaced persons and refugees. Beginning in 1967, resettlement work was continued by the Department of Immigration and Refugee Services of the Lutheran Council in the USA, also known as LIRS. In recent years, Lutheran resettlement programs have assisted 600 Asians expelled from Uganda (1972-74); 150 Kurdish refugees from Iraq (1976-77); 450 Chilean refugees from Chile, Peru and Argentina (1976-77); and 29,150 Indochinese from Vietnam, Cambodia and Laos (1975-79).

The Lutheran Immigration and Refugee Service (LIRS) is a department of the Division of Mission and Ministry of the Lutheran Council in the United States. It handles immigration and refugee affairs through a network of about 45 regional consultants, most of whom operate out of Lutheran social service agencies located throughout the country. These consultants serve as the link, through LIRS, to the Lutheran congregations, who are the refugee sponsors. Community groups and associations can be sponsors with the endorsement of either a pastor of a Lutheran congregation or an appropriate LIRS Regional Consultant.

The LIRS national office in New York coordinates the entire resettlement program by processing cases and providing direct pre- and post-arrival information, interpreter services, follow-up, and immigration counseling. Among its additional projects are: a special foster care program for unaccompanied minors; an ESL program that provides assistance with program development, coordination of a series of tutor training workshops, and other support activities; 45-day placement follow-up evaluations; preparation of a special report on the needs of refugee women; a statistical analysis of post-resettlement movements of LIRS-sponsored refugees; and other surveys. In addition to these resettlement services, the New York office also provides ongoing advocacy for immigrant and refugee groups in the U.S., and acts as Lutheran ombudsman with the U.S. government for refugees and immigrants. LIRS coordinates its activities with other national and international agencies and works with the various levels of government on policy formation and coordination.

The network of some 45 regional consultants assists local sponsor congregations in managing the many aspects of refugee resettlement, including arrival and referral services, counseling, employment placement and information assistance, placement assistance for unaccompanied minors, and coordination and follow-up services.

Sponsorship promotion and procurement are performed by LIRS in New York, the regional consultants, and supplemental staff attached to church body offices. Six regional "matchers" in the New York office assist in the assignment of refugees and sponsors.

## PUBLICATIONS

Publications provided by LIRS include an LIRS sponsor orientation manual, a welcome brochure to refugees, Indochinese culture briefs, and "Learning English: An Orientation Guide for Sponsors of Indochinese Refugees." The quarterly LIRS Bulletin serves as the major communications medium between local, regional and national program personnel. LIRS also produced and distributes the film, "Room For A Stranger." Recipient of the 1979 Silver Medal in the Current Events Category of the International Film and TV Festival (New York), the film has been helpful in promoting good community/refugee relations and provides information about LIRS resettlement programs and sponsorships.

## h. NATIONAL COUNCIL OF YMCAs

Contact Persons

Boris Kazimiroff, Director of Refugee Services
Ray E. Day, Associate Director of Refugee Services

National Council of YMCAs
International Division
291 Broadway
New York, NY 10007
(212) 374-2284

For a list of regional offices see Appendix C(7).

The Young Mens' Christian Association (YMCA) became a voluntary resettlement agency in October 1979, when the International Division of the YMCA, through its Refugee Services Office, contracted with the Department of State for the resettlement of 2,400 Indochinese refugees. Previous to its contract with the State Department, the YMCA had been resettling Indochinese refugees as an affiliate of Church World Service and through a cooperative arrangement with HIAS.

The Refugee Services Office, located in New York, is the policy, planning and coordination center for the YMCA resettlement operation. It operates through a network of five YMCA regional offices to assist the local YMCAs which are currently active in refugee resettlement. The local YMCAs serve as the refugee sponsors.

There are approximately 1,800 local YMCAs located throughout the United States. Approximately three-fourths of the locals are affiliated with Metropolitan Management Service Centers, which operate out of larger YMCAs to provide support services to smaller locals in their area. Thirty local YMCAs have been involved in refugee resettlement in an ongoing manner. Of these, four have been resettling the greatest number of refugees: Houston, Texas; Elgin, Illinois; Washington, D.C.; and Way Cross, Georgia. Locals in Buffalo, Los Angeles, San Francisco and Seattle provide support services to refugees, although they are not engaged in actual resettlement programs.

The Refugee Services Office provides both sponsor and refugee orientation materials, as well as instruction on the contractual requirements of refugee sponsorship, to the local YMCAs. The Refugee Services Office also provides information to the locals concerning the world refugee crisis and developments in domestic resettlement and, at a local's request, makes site visits to provide needed assistance.

Regional offices provide locals with various kinds of technical assistance, including cross-cultural training and guidance concerning the use of federal programs. These offices also convene periodic regional meetings of YMCAs active in refugee resettlement in order to coordinate regional programs.

Local YMCAs frequently publish newsletters and program information materials to inform the community about the scope and goals of their resettlement programs. Many of the larger locals have an "International Committee," which among other issues, takes a special interest in refugee resettlement and assists in involving the local community.

### Publications

Two regular publications are provided to all local and regional YMCA resettlement staffs: Monday, issued weekly by the national office; and Friday Letter, issued bi-weekly by the International Office of the YMCA.

## i. TOLSTOY FOUNDATION, INC.

Contact Person

Alla G. Ivask, Deputy Director
Department of Immigration and
Refugee Resettlement
Tolstoy Foundation, Inc.
250 West 57th Street
New York, New York 10019
(212) 247-2922

For contact persons at Tolstoy Foundation regional offices, see Appendix C(8).

The Tolstoy Foundation is a non-sectarian, charitable organization that was founded in 1939, by Alexandra Tolstoy and other prominent Russian emigres, to aid victims of war. The organization primarily focused on individuals of Russian and/or Slavic origin. Since then, the Foundation has expanded its concerns to assist refugees from totalitarian regimes. The organization currently participates in the resettlement of Indochinese, Soviet and East European refugees. It provides resettlement services through its regional offices, which work with individual and group sponsors on the local level.

The Tolstoy Foundation's resettlement activities are conducted through its Department of Immigration and Refugee Resettlement, which has its national headquarters in New York City. The national office assists the ten regional resettlement offices by providing orientation and processing materials for refugees and sponsors, guidelines on the required services for resettlement, and linkages to outside sources of assistance. The national office convenes meetings of the regional directors to discuss policies and problems every four to six months, with the location of these meetings rotating among the regional offices. The meetings are followed up by periodic visits to the regional offices, and by information bulletins and a national newsletter.

In the past year and a half, a number of regional offices have initiated new programs to provide services for the increased numbers of Indochinese refugees presently being resettled. The regional office in Southern California established a school in Pamona for a group of Indochinese refugees who needed language training, as well as a day care center for their children. The school and day care center are now operated by the city. In San Francisco, the regional office has recently started an ESL course for Indochinese refugees. The Tolstoy Foundation provides similar programs in the areas in which its regional offices are situated. In addition, its regional staffs assist sponsors and sponsoring organizations in linking refugees up with local services and resources in the community.

## j. THE UNITED STATES CATHOLIC CONFERENCE MIGRATION AND REFUGEE SERVICES

### Contact Persons

U.S. CATHOLIC CONFERENCE
MIGRATION AND REFUGEE SERVICES
1312 Massachusetts Avenue, NW
Washington, DC 20005
(202) 659-6625

John E. McCarthy
Executive Director

Don G. Hohl
Associate Director

Mark D. Franken
Coordinator for Refugee Programs

Gerard Wynne
Director of Program Development

Vu Khac Thu
Administrative Assistant

William Reich
ESL Coordinator

U.S. CATHOLIC CONFERENCE
MIGRATION AND REFUGEE SERVICES
1250 Broadway
New York, NY 10001
(212) 563-4300

Robert Wright
Assistant Director

Geraldine Owens
Resettlement Coordinator

Anastasia Bilous
Resettlement Coordinator

George Kokiko
Technical Assistance Specialist

For a list of Regional offices see Appendix C(9)

Migration and Refugee Services (MRS) of the U.S. Catholic Conference (USCC), is the official agency of the Catholic Bishops of the United States in the areas of migration, immigration, and refugee affairs. Affiliated with the International Catholic Migration Commission, it is part of an international Catholic network that seeks to resettle refugees in 32 countries throughout the world. In the past 30 years, the Catholic Church in America has resettled over one million persons.

USCC is currently resettling approximately 45% of the Indochinese refugees entering the U.S. and is working with over 60%

of the Cuban entrants who have entered the U.S. since April 1980. USCC is also involved in the resettlement of refugees from other parts of the world, including Eastern Europe, the Soviet Union, Ethiopia, the Middle East, China, and South America.

Through its formal structures, USCC has been able to develop over 150 diocesan resettlement offices, each with professional staff and complete social services back-up (usually through the Catholic Charities office). These affiliated resettlement offices provide support and assistance to both sponsors and refugees.

The policies and administration of the USCC/MRS refugee programs are coordinated by the national office in Washington, D.C. The national office also maintains close liaison with the public information and education programs of the U.S. Catholic Conference, and provides public information, program guidance, and technical assistance to the diocesan resettlement offices.

The USCC emphasizes the parish sponsorship concept, although when appropriate a sponsoring relative may provide the necessary resettlement support with back-up from a diocesan resettlement office.

In addition to the provision of a wide range of planned services to refugees after arrival, many USCC resettlement programs are supplemented with employment placement, vocational, and English language programs, some of which are funded under contract to states that are managing refugee assistance programs.

Because of the unique issues involved in refugee resettlement, USCC has sought to provide special programs in several areas. For example, at the diocese in New Orleans, which receives fatherless families, a comprehensive day-care program has been set up to permit working mothers to participate in training activities. This day-care program uses the educational facilities of a local university.

Additionally, most diocesan resettlement programs emphasize job development and vocational training programs. In some instances, USCC has developed halfway houses by renting, buying, or using existing vacant dwellings (such as convents or schools) to provide immediate temporary care, medical screening, and orientation programs to new arrivals.

USCC also provides a wide range of legal services, including counseling, representation, and training, to refugees and aliens while they adjust their status from refugee to permanent resident alien and, eventually, to naturalized citizenship. Diocesan resettlement programs have cooperated with the U.S. Immigration and Naturalization Service to identify and train paraprofessionals in completing necessary documentation.

USCC conducts regional staff training programs to provide technical assistance in program development and manpower services to diocesan resettlement offices.

## k. WORLD RELIEF REFUGEE SERVICES

Contact Person

T.G. Mangham
Vice President for Refugee Services
World Relief Refugee Services
National Association of Evangelicals
P.O. Box WRC
Nyack, NY 10960
(914) 353-1444

See Appendix C (10) for list of regional offices and cooperating agencies

World Relief has been operating as a voluntary agency since January, 1979; since then, it has resettled 18,000 Indochinese and 8,000 Cuban and Haitian entrants, and has recently begun an African resettlement program. The agency serves 62 Protestant denominations under the umbrella of the National Association of Evangelicals. World Relief's network consists of ten regional offices (whose locations correspond to the federal government's ten regional offices), two special offices (in Miami and New York) to serve Cuban/Haitians, 69 volunteer consultants, 39 denominational representatives, and 36,000 individual churches.

Usually, church congregations act as sponsors. In any case, World Relief feels that refugee sponsors should always have the backing of a local church, whose congregation can donate needed commodities, time, and funds, provide employment opportunities and access to church-related social service agencies, and offer additional services (such as medical or dental care) donated by church members.

World Relief's central offices in Nyack, New York provides resource materials, training and coordinating services to its regional offices. World Relief has sponsored occasional conferences and orientation workshops for its regional coordinators, but more often staff members from the Nyack office travel to the regional offices to provide initial training and assistance. In addition, the Nyack office distributes resource materials to its regional coordinators, including:

- A Sponsors Manual, which outlines the sponsor's responsibilities in supplying needed household items and other services, introducing the refugees to education and available social services, and orienting them to their new environment;
- A Resource Manual, which details the various social service and cash assistance programs available in each of HHS's ten regions, and is available to sponsors through World Relief's regional offices;
- A manual for the refugees explaining some American social customs and orienting them to the home and community;
- A Speakers' Bureau to help generate sponsorships in local communities;
- Several films and filmstrips to help sponsors understand the refugees' backgrounds, problems, and needs upon arriving in the United States; and
- Other support materials for use by regional offices and consultants.

Regional office staff work with the affiliated churches in the area on a one-to-one basis to develop and train sponsors. Special services, such as ESL programs and education and orientation programs for women are developed depending on the particular needs of the community. Efforts are being made to cooperate with other existing local agencies to provide both core and optional services.

## 3. STATE AGENCIES

### a. IDAHO STATE VOLUNTARY AGENCY

Contact Person

Helen Huff
Adult Learning Center
Boise State University
Boise, ID 83725
(208) 385-3681

The Idaho State Voluntary Agency is housed within the Adult Learning Center at Boise State University. Its contract with the U.S. Department of State was signed in January 1980; since then, the Agency has provided assurances of resettlement for 26 Indochinese refugees.

Contact people have been identified within community-based organizations throughout the state to help recruit and train sponsors. Sponsoring groups include service and civic organizations, community groups, and educational institutions.

Potential sponsors are initially visited by a staff member from the Agency office in Boise, who explains the duties and responsibilities they are expected to undertake. Further meetings are held with the Agency's contact people at the appropriate community organization serving the area in which the sponsors are located. Seven or eight such meetings usually take place before the refugees' arrival, and sponsors are provided with information packets on orientation, sponsorship responsibilities, available cash assistance and social services.

Follow-up counseling, outreach and ESL programs are provided through the Idaho Refugee Service Center, which has been in existence since 1979. (From 1975-79, these services were provided by the Adult Learning Center at Boise State University.) Funded by the Department of Health and Human Services, the Idaho Refugee Service Center plans to subcontract with the Idaho Adult Basic Education network for outreach and follow-up throughout the state. This program will employ outreach teams in each of the state higher educational system's six regional adult education service areas, to provide on-going support to refugees and sponsors.

## b. IOWA REFUGEE SERVICE CENTER

Contact Person

Colleen Shearer
Director
Iowa Refugee Service Center
150 Des Moines Street
Des Moines, Iowa 50316
(515) 281-4334

The Iowa Refugee Service Center's (IRSC) participation as a resettlement agency began in September 1975. Its contract with the Department of State has been renewed continuously since that time, and IRSC has resettled 3,500 Indochinese refugees of the total of 6,500 in the state. The majority (2,200) of the refugees resettled by IRSC are Tai Dam (Laotian).

Although IRSC is a separate and distinct state agency, its Director is also the Director of the Iowa Department of Job Services. This appointment underscores the importance that the Center and Iowa Governor Robert D. Ray place on job placement for newly-arrived refugees.

Sponsor recruitment and training are centralized in the IRSC office in Des Moines, but staff members travel throughout the state to work with active and potential sponsors. Sponsors are recruited from churches, civic and service organizations, neighborhood groups, employee groups, and individuals who are able to commit the necessary resources. In one case, the small city of Lamoni, Iowa, became a sponsor. Occasionally sponsors are suggested by a voluntary agency within the state; in like manner, IRSC often refers potential sponsors to voluntary resettlement agencies with which they have a natural affiliation (as in the case of some churches).

The Iowa Refugee Service Center provides sponsors with day-long workshops, individual consultations, and written materials in order to educate them in fulfilling their sponsorship duties and responsibilities. Sponsors become familiar with orientation procedures and with the employment, language training and social service programs available in Iowa communities and from the state and federal governments.

The Center has prepared films for volunteer tutor instruction and in preparing similar productions that will portray the cultural backgrounds of various Indochinese ethnic groups, their specific problems and needs in adapting to American society, and some sponsorship duties. These films will be shown at sponsor workshops.

Recently the $350 per refugee payment from the State Department was increased to $500. Of this amount, IRSC makes $250 per refugee available to the refugee or sponsor upon arrival in the state. The balance is held as an account on which the refugee may draw for emergency needs.

Refugee applications in the state for cash assistance are strongly discouraged by the Center, unless there is no immediate alternative. IRSC advises its sponsor to initially register refugee families for medical assistance only and almost never recommends that the family be registered for more than Medicaid and food stamps as a first step, preferring instead that the sponsors provide the assistance needed.

In addition to its functions as a resettlement agency, IRSC is also funded by the Department of Health and Human Services for resettlement support programs. These programs and services are available to all refugees resettled in Iowa and their sponsors. IRSC divides its services into four major categories:

- Employment/Training, Education and Family Reunification;
- Social Services and Health;
- Volunteer Services; and
- Communications and Publications.

Each unit works closely with its counterparts within the state government and in the private sector. The Center maintains two toll-free Hotlines for information and referral services: (800) 362-2780; (800) 362-2923.

The Iowa Refugee Service Center employs eight outreach workers (two Vietnamese, two H'mong, two Tai Dam, and two lowland Lao) to follow-up with the refugees that it has resettled, as well as provide advice and guidance to other refugees and sponsors. The information gathered by the outreach workers and through informal coversations with refugees and sponsors is categorized (i.e., job seekers or those receiving cash assistance who potentially could find employment) for follow-through. Those people are then contacted to set up counseling sessions or to inform them about job openings. Information and family counseling are provided informally through telephone calls, direct contact by outreach workers, or scheduled appointments with counseling staff.

# V.

# FEDERAL AND NATIONAL PROGRAM DESCRIPTIONS

# DEPARTMENT OF STATE

## Bureau of Refugee Programs

### Contact Persons

Karl Beck
Director
Office of African and Latin
American Refugees
Department of State
Bureau of Refugee Programs
Washington, DC 20521
(202) 632-4807

Jerome Hoganson
Director
Office for European and Near
Eastern Refugees
Department of State
Bureau of Refugee Programs
Washington, DC 20521
(202) 632-9109

Hank Cushing
Director
Office of Asian Refugees
Department of State
Bureau of Refugee Programs
Washington, DC 20521
(202) 632-0604

## The Program

Within the Department of State, the Bureau of Refugee Programs is primarily responsible for the development, implementation and operation of policies and programs for the United States' participation in the relief and resettlement of refugees throughout the world, and for the initial resettlement of refugees accepted to the United States.

The initial domestic placement and resettlement of refugees is carried out primarily by 11 voluntary agencies (7 religiously affiliated and 4 non-sectarian) and 2 state agencies, all under contract to the Department of State. These contracts for domestic resettlement are managed by the Bureau of Refugee Programs. Relations between the Department of State and the various voluntary agencies are often carried out under the auspices of the American Council of Voluntary Agencies for Foreign Service, Inc. (ACVA), which, among other functions, provides a forum in which voluntary agencies can coordinate their refugee resettlement activities.

Each participating voluntary agency, as part of its contractual agreement with the Bureau of Refugee Programs, receives a grant of several hundred dollars per refugee for the provision of initial reception and placement services. The voluntary agencies regard this as "seed money" for their efforts, since the grant usually does not cover the complete costs of resettlement.

The voluntary agencies locate local sponsors for the refugees -- usually churches, parishes, synagogues, local community organizations, or sometimes individual families, refugee relatives, or local offices of the voluntary agencies themselves. It is expected that these sponsors will work toward the economic self-sufficiency of the refugees as soon as possible.

Please see Section V ("Voluntary and State Resettlement Agencies") for descriptions of the role of voluntary and state agencies in refugee resettlement, the resettlement contract, and individual agencies, and ACVA.

## Program Eligibility

The Refugee Act of 1980 defines a refugee as:

> (a) any person who is outside any country of such person's nationality or, in the case of a person having no nationality, is outside any country in which such person last habitually resided, and who is unable or unwilling to return to, and is unable or unwilling to avail himself or herself of the protection of, that country because of persecution or a well-founded fear of persecution on account of race, religion, nationality, membership in a particular social group, or political opinion; or

> (b) in such special circumstances as the President after appropriate consultation (with Congress) may specify, any person who is within the country of such person's nationality or, in the case of a person having no nationality, within the country in which such person is habitually residing, and who is persecuted or who has a well-founded fear of persecution on account of race, religion, nationality, membership in a particular social group, or political opinion. The term 'refugee' does not include any person who ordered, incited, assisted, or otherwise participated in the persecution of any person on account of race, religion, nationality, membership in a particular social group, or political opinion.

Once individuals are formally identified as refugees under the U.S. program they must meet minimum health and security requirements before they are granted entry into the U.S. Additionally, their admission is subject to prioritization on the basis of the following categories:

| | |
|---|---|
| Category I: | persons who have immediate family in the U.S. (parents, children, spouse); |
| Category II: | persons who have worked for the U.S. government in a meaningful capacity; |
| Category III: | persons who were formerly associated with U.S. policies or programs; and |
| Category IV: | persons not in categories I-III, who should be granted entry on humanitarian grounds. |

## Number of Refugees in the Program

The Refugee Act of 1980 prescribes that for each of Fiscal Years 1980, 1981, and 1982, the Attorney General may admit up to 50,000 refugees under the "normal flow" provision of the bill,

> ...unless the President determines, before the beginning of the fiscal year and after appropriate consultation /with Congress7...that admission of a specific number of refugees in excess of such number is justified by humanitarian concerns or is otherwise in the national interest. */

In succeeding fiscal years (1983 and following), the President will recommend the number of refugees to be admitted, followed by appropriate Congressional consultation (as specified in the Refugee Act of 1980).

## Indochinese Refugee Program

At an United Nations-initiated conference in Germany from July 20-22, 1979, the U.S. pledged to resettle 14,000 Indochinese refugees per month over a period of one year. More than 50 nations participated in this conference, the majority of whom pledged to increase their commitments to care for refugees in countries of first asylum and to resettle Indochinese refugees. The U.S. has fulfilled its Geneva commitments, helping to resettle a substantial portion of those in the refugee camps in Southeast Asia. In FY '80, 168,000 Indochinese refugees were resettled in the United States. The Administration has proposed that our present rate of resettlement (14,000 per month) be maintained in FY '81.

## Soviet, Eastern European and Other Refugee Programs

In FY '80, 62,500 refugees in these categories were resettled in the U.S., and approximately 49,000 are expected to resettle in the U.S. in FY '81.

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*/ For the full text of the Refugee Act of 1980, see Appendix A(1).

## Program Mandate/Authorizing Legislation

Refugee Act of 1980 (Public Law 96-212).

The Immigration and Naturalization Act.

## Relevant Publications

U.S. Department of State. "Migration and Refugee Assistance -- FY '81 Congressional Submission".

Report to the Congress of the United States by the Comptroller General: The Indochinese Exodus: A Humanitarian Dilemna. U.S. General Accounting Office (April 24, 1979).

## U.S. DEPARTMENT OF STATE

## BUREAU OF REFUGEE PROGRAMS -- BUDGET

| Programs | Program Activities | 1980 Estimated Expenditure | 1981 Appropriation Request | Increase or Decrease |
|---|---|---|---|---|
| 1. Domestic Indochinese Refugee Program | a. Selection and documentation | $ 9,596,977 | $ 9,500,000 | $- 96,977 |
| | b. Resettlement movements | 121,461,000 | 121,800,000 | + 339,000 |
| | c. Reception and placement grants | 84,000,000 | 88,200,000 | + 4,200,000 |
| | Subtotal | $215,057,977 | $219,500,000 | $+ 4,442,023 |
| 2. Domestic Soviet, Eastern European and Other Refugee Programs | a. Care and maintenance, incl. selection and docmentation | $ 29,739,390 | $ 37,118,000 | $+ 7,378,610 |
| | b. Transportation | 7,200,000 | 7,340,000 | + 140,000 |
| | c. Placement grants | 16,061,500 | 15,330,000 | - 731,500 |
| | Subtotal | $ 53,000,890 | $ 59,788,000 | $+ 6,787,110 |
| | Total | $268,058,867 | $279,288,000 | $+11,229,111 |

## B. DEPARTMENT OF HEALTH & HUMAN SERVICES

### 1. OFFICE OF REFUGEE RESETTLEMENT

As defined under the Refugee Act of 1980, the HHS Office of Refugee Resettlement is responsible for providing assistance to refugees after their initial placement in U.S. communities. This is done primarily through existing federal programs which are administered through state governments, with the federal government providing the funding through reimbursement.

For purposes of clarity, this section will first describe Social Services, Cash Assistance, Medical Assistance, and "Other Activities" in terms of assistance available to Indochinese refugees. Under the provisions of the Refugee Act of 1980, however, these services will be available to all refugees legally admitted to the United States. Later sections will describe specific programs for refugees from Cuba, the Soviet Union, and other countries.

(A list of HHS/ORR Regional Program Directors appears in Appendix D)

## a. SOCIAL SERVICES

### Contact Person

Mary Spillane
Director, Operations
Office of Refugee Resettlement
330 C Street, SW
Switzer Building
Washington, DC 20201
(202) 245-0403

Whereas the Refugee Act of 1980 limits (to 36 months) the period during which the federal government will reimburse the states for the costs of cash and medical assistance for refugees, this time limit does not apply to social services provided by states to eligible refugees. These services may be provided under the guidelines of Title XX of the Social Security Act, or by following Office of Refugee Resettlement instructions specifically for Refugee Social Services.

As can be seen from the array of services listed below, substantial emphasis is put on language training and manpower services. While needs of refugees are great in many areas, it is felt that making language training and manpower services available to adult refugees as soon as possible after arrival is one of the most effective means of building a solid base upon which each individual can proceed toward self-sufficiency.

### The Program and Eligibility

Refugees are eligible, if they meet income and resource criteria,[*/] for the broad range of social services offered

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[*/] Recipients are limited to specific levels of resources -- funds in bank accounts, liquid assets, etc.

through the states under Title XX of the Social Security Act.

Under Title XX, each state prepares a Comprehensive Annual Service Plan (CASP) describing the types of services it will make available to eligible residents. As states are allowed a certain amount of flexibility in the development of their CASP, Title XX services may vary somewhat from state to state. Critical special service needs specific to refugee populations frequently have not been taken into account during the Title XX planning process. Also, because of state flexibility regarding services planning, a necessary Title XX service may be available to refugees in one state but not in another.

To help make the availability of services to refugees more uniform nationally, ORR has established a number of services for which refugees may qualify, irrespective of Title XX guidelines. (ORR Action Transmittals 79-33 and 80-3).

These services, and refugee eligibility, are outlined below:

| Service | Must be within income limit or receiving cash assistance | Age limit* | Must be unemployed or receiving cash assistance |
|---|---|---|---|
| - Outreach | No | No | No |
| - English as a Second Language (ESL) Instruction | No | Yes | No |
| - Manpower: | | | |
| a. Career counseling | No | Yes | No |
| b. Employability plan | No | Yes | Yes |

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*/ Must be 16 years or older and not a full-time student in elementary/secondary school.

| Service | Must be within income limit or receving cash assistance | Age limit* | Must be unemployed or receiving cash assistance |
|---|---|---|---|
| c. Job orientation | No | Yes | No |
| d. Job development | Yes | Yes | No |
| e. Job placement & follow-up | No | Yes | No |
| f. Assessment | No | Yes | Yes |
| - Vocational Training | Yes | Yes | No |
| - Skills recertification | Yes | Yes | No |
| - Day care and transportation necessary for participation in an employability or service plan | Yes | No | No |
| - Social adjustment services, including: | | | |
| a. Information & referral services | No | No | No |
| b. Emergency services | No | No | No |
| c. Health (incl. mental health) related services | No | No | No |
| d. Home Management services | No | No | No |
| e. Orientation services | No | No | No |
| - Translation & interpreter services | Yes | No | No |

Refugee Social Services, provided both under Title XX guidelines and the criteria listed above, may be provided by state and county welfare agencies as well as by other public and private agencies.

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*/ Must be 16 years or older and not a full-time student in elementary/secondary school.

Specific information concerning a particular state's Refugee Social Services funding procedure can be obtained from the State Refugee Program Coordinator or ORR Regional Director's Office (see Appendix D). Guidance regarding the availability of social services is provided by county welfare offices to all individuals who apply for cash or medical assistance. In addition, various federal publications and voluntary agencies and their sponsor networks can provide guidance regarding the availability of social services to refugees in a particular community.

## Relevant Publications

ORR AT-80-6 (August 29, 1980) "Refugee Resettlement Program - Policy changes under the Refugee Act of 1980"

Report to Congress, Indochinese Refugee Assistance Program, U.S. Department of Health, Education and Welfare; Social Security Administration, Office of Refugee Affairs (December 31, 1979).

SSA Action Transmittal 79-33 (August 24, 1979) - "IRAP Revisions in IRAP Social Services Requirements"

SRS Action Transmittal 75-27 (June 9, 1975) - "Vietnamese and Cambodian Refugees"

ORR AT 80-2 (April 28, 1980) - "IRAP - Interpretation of Health Related Services"

NOTE: In the normal program, Title XX services are reimbursed at only 75% by the federal government. All social services provided to refugees on a 100% federally reimbursable basis are therefore considered Refugee Social Services, rather than Title XX services, even if provided according to Title XX guidelines.

## Budget

In FY '79 ORR obligated nearly $31.5 million to the states for social services for Indochinese refugees. For FY '80, ORR has received $58.6 million for state social services programs, and an additional $36.1 million through the FY '80 supplemental budget, totaling $94.7 million. The supplemental budget was for social services for all refugees.

For FY '81, ORR has requested an appropriation of $93.7 million for social service programs. This includes an as yet undetermined amount for national demonstration projects and other special activities. The budget request is for social services for all refugees, not just Indochinese refugees.

## b. CASH ASSISTANCE

### Contact Person

Shing Jew
Office of Refugee Resettlement
330 C Street, SW
Switzer Building
Washington, DC 20201
(202) 472-3799

### The Program

Needy refugees may receive cash assistance under Section 412(e) of the Immigration and Nationality Act. Under current policies, need is determined under the standards of the Aid to Families with Dependent Children (AFDC) program in the refugee's state of residence. The rules for refugee cash assistance approximate the rules for AFDC, with the major exception that refugee cash assistance is available regardless of family composition. Refugees who qualify for the Supplemental Security Income (SSI) program on the basis of age (65 or over), blindness, or disability, and meet the national income and resource standards for eligibility applicable under that program, receive SSI benefits.

The Refugee Act of 1980 authorizes the Office of Refugee Resettlement to assume the costs of cash assistance to refugees for a period of three years after they enter the U.S. ORR pays 100% of the assistance cost for those refugees who are eligible for Refugee Program assistance, and reimburses states for their normal share of the cost of providing AFDC benefits to qualified refugees. The Social Security Administration continues to pay its normal federal share of assistance to those refugees, and the entire federal benefit to SSI recipients. The Office of Refugee Resettlement also reimburses states for any supplementary payments made to refugee SSI recipients.

### Program Eligibility

To receive cash assistance refugees must meet the same income and resource criteria as non-refugees. That is, they are limited to specific levels of resources (bank accounts, liquid assets) specified by the state in which they settle, and to income limitations set by these states. They also receive the same levels of assistance as do non-refugees, with the amounts varying widely from state to state.

### Number of Refugees in Program

In FY '79 (totals are not complete; some states still have reimbursement request outstanding), there were averages of 28,621 monthly AFDC recipients within the refugee population and 26,806 monthly "Refugee Program Assistance" recipients. In addition. an average of 2,800 cases received SSI payments.

As of February 1, 1980, some 130,000 Indochinese refugees -- or 43.2% of those admitted to the United States as of that date -- were receiving some form of AFDC or "Refugee Program Assistance".

### Information Dissemination

Information provided by the voluntary resettlement agencies and their sponsor networks, and state human resource agencies explain the availability of cash assistance.

## Program Mandate/Authorizing Legislation

Title IV of the Immigration and Naturalization Act of Titles IV-A and XVI of the Social Security Act permit refugees to quality for AFDC and SSI if they meet the established eligibility criteria.

## Budget

ORR's reimbursement to states (not completely closed; some states still have reimbursement requests outstanding) for AFDC for refugees totaled $16.1 million for FY '79.

ORR's reimbursement to states for the "Refugee Program Assistance" totaled $39.6 million in FY '79.

SAA advises that for FY '79, SSI payments to refugees totaled $4.8 million. ORR reimbursement for state supplemental SSI benefits totaled $2.9 million in FY '79.

Administrative reimbursement to states totaled $8.9 million for FY '79.

For FY '80, ORR's total refugee cash assistance (AFDC, refugee assistance, SSI) appropriation is $162.5 million, and an additional $16.8 million through the FY '80 supplemental budget.

For FY '81, ORR has requested an appropriation of $266.5 million for total cash assistance.

## Relevant Publications

Report to Congress, Indochinese Refugee Assistance Program, U.S. Department of Health, Education and Welfare; Social Security Administration, Office of Refugee Affairs (December 31, 1979).

## c. MEDICAL ASSISTANCE

### Contact Person

David Howell
Office of Policy and Analysis
Office of Refugee Resettlement
Switzer Building
330 C Street, S.W.
Washington, D. C. 20201
(202) 426-6510

### The Program

The Office of Refugee Resettlement reimburses states for 100% of the costs of medical assistance provided to needy and eligible refugees during their first three years in the United States. Medical services provided to refugees are often covered by the Medicaid program which is administered by the Health Care Financing Administration (HCFA). Though the expense for Medicaid benefits is normally shared between the states and the federal government, the portion of Medicaid costs normally paid by the states is paid by ORR in the case of refugees. To qualify for the Medicaid program, refugees generally must be eligible for federal cash assistance programs.

Refugees who do not meet the normal eligibility criteria for federal cash assistance programs may still receive federally-funded medicaid assistance. Such medical assistance is technically not called Medicaid, though the financial services provided under this medical assistance program are the same as those offered under a state's Medicaid program. ORR pays the full cost of this non-Medicaid, medical assistance program.

## Number of Refugees in the Program

As of February 1, 1980 there were 71,903 refugees eligible for Medicaid benefits and 99,361 eligible for non-Medicaid medical assistance.

## Information Dissemination

Information provided by the voluntary agencies and their sponsor networks and state human resource agencies explain the procedures to apply for Medicaid and non-Medicaid assistance.

## Program Mandate/Authorizing Legislation

Title IV of the Immigration and Naturalization Act and Title XIX of the Social Security Act permit refugees to qualify for Medicaid. HEW Policy Instruction SRS-AT-75-27 (June 9, 1975) establishes eligibility criteria for the receipt of non-Medicaid medical assistance.

## Budget

In FY '79, States reported Medicaid costs relating to Indochinese refugees of $4.2 million. The Medicaid costs normally assumed by HCFA in the case of refugees were probably also about $4.2 million in FY '79. Non-Medicaid medical assistance costs were $16.5 million.

In FY '80, ORR's total refugee medical assistance appropriation is $82.0 million, and an additional $8.5 million through the FY '80 supplemental budget. The supplemental funds were requested to provide medical assistance to non-Indochinese refugees.

For FY '81, ORR has requested an appropriation of $139.4 million for Medicaid and non-Medicaid medical assistance for all needy refugees.

The increase in the budget is primarily due to the high levels of refugee arrivals and the acknowledged greater need for services by these new refugees.

## d. OTHER ACTIVITIES

### (1) THE UNACCOMPANIED MINOR PROGRAM

**Contact Person**

William R. Eckhof
Refugee Program Specialist
HHS/ORR, Switzer Building
330 C Street, SW - Room 1229
Washington, DC 20201
(202) 245-0403

**The Program**

Most unaccompanied refugee minors are resettled in the United States through two national voluntary resettlement agencies, the U.S. Catholic Conference (USCC) and the Lutheran Immigration and Refugee Service (LIRS), under guidelines prescribed by the Office of Refugee Resettlement.

The Director of ORR assumes legal responsibility, including financial responsibility, for the unaccompanied refugee minor from the time the minor leaves the camp of first asylum until he or she is finally placed in the receiving state.*/ Final placement means that legal (and financial) responsibility for the minor has been established in the state of resettlement.

Before a minor is placed in a community, the local USCC or LIRS office consults with appropriate state or local child welfare authorities, and an arrangement is made whereby legal responsibility for the care and maintenance of the unaccompanied minor is established. The Office of Refugee Resettlement reimburses states for local costs incurred, pursuant to ORR guidelines, on behalf of care, maintenance, and services to the child.

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*/ The United Nations High Commissioner for Refugees (UNHCR) is responsible for the provision of food, shelter services, and protection to unaccompanied refugee minors while the unaccompanied refugee minor is in a camp of first asylum.

Since a principal objective of the program is family reunification, unaccompanied refugee children are not eligible for adoption.

More than 2,200 unaccompanied minor Indochinese refugees have been resettled in the United States since 1975; approximately 1,500 of them have arrived since January 1979.

## (3) HOTLINES

The Office of Refugee Resettlement has funded the operation of several hotlines to aid in refugee resettlement.

- Orientation Resource Center
  3520 Prospect Street, NW
  Washington, DC 20007
  (800) 424-3701

  This project provides orientation and resettlement information to refugees and sponsors of refugees. The staff consists of multilingual Indochinese. (See page under National Demonstration Projects.)

- National Indochinese Clearinghouse and Technical Assistance Center (NICTAC)
  3520 Prospect Street, NW
  Washington, DC 20007
  (800) 424-3750

  This project provides specific, practical information on all aspects of language training, and formal education for refugees, to teachers, educational administrators, voluntary agencies, sponsors, social service providers.

- Refugee Legal Assistance Project
  (800) 334-0074
  In North Carolina, call collect (919) 682-0315

  This Hotline offers legal advice to refugees and their sponsors.

## e. SOVIET AND OTHER NON-CUBAN, NON-INDOCHINESE REFUGEES RESETTLEMENT PROGRAM

### Contact Person

Burton Hobson
Refugee Program Specialist
Office of Refugee Resettlement
Switzer Building - Room 1229
330 C Street, SW
Washington, DC 20201
(202) 472-3793

### The Program

In FY '79 Congress initiated a matching grant program to provide assistance to Soviet and other non-Cuban, non-Indochinese refugees through voluntary resettlement agencies. The Program provided that the HHS's Office of Refugee Resettlement would reimburse national voluntary resettlement agencies for up to 50% of their resettlement costs, up to a maximum of $1,000 per refugee. Thus, a voluntary agency planning to spend $2,000 or more per refugee for resettlement services would be eligible for a maximum federal grant of $1,000 per refugee.

These federal grants may be used for those resettlement activities that contribute materially to acculturation, in order to assure employment and earnings objectives. The following are the major program components:

- English-as-a-Second-Language training
- Employment counseling, job development, and job placement
- Vocational and technical training, and professional retraining

- Maintenance assistance and/or health care
- Services which facilitate employment and earning objectives or which contribute to acculturation

## Budget

In FY '79, HHS's Office of Refugee Resettlement reimbursed the voluntary agencies for $26.2 million. Of this amount, about $25.7 million was used by the voluntary agencies to aid Soviet Jewish refugees.

In FY 80 the budget was $20 million, with an additional $5 million added by an FY '80 supplemental appropriation. For FY '81 ORR has requested an appropriation of $24 million for this matching grant program.

## Program Mandate/Authorizing Legislation

Legislative authority for this program is provided by the Migration and Refugee Assistance Act of 1962 (Public Law 87-510) and the Foreign Assistance and Related Programs Appropriation Act, 1979 (Public Law 95-481). While the Refugee Act of 1980 begins to coordinate the various refugee resettlement programs, Congress has made it clear that it intends to continue this special matching grant program.

## f. CUBAN PROGRAM

### Contact Person

Louis Milite
Office of Operations
Office of Refugee Resettlement
Switzer Building - Room 1229
330 C Street, S.W.
Washington, D.C. 20201

### The Program

This program refers primarily to different groups of Cuban refugees who entered the United States between 1959 and 1979. It does not include the 1980 Cuban entrants who have been arriving in the United States.

Cubans who entered the United States after September 30, 1978, and who have been granted refugee status within the meaning of the Refugee Act of 1980, */ are eligible for the full range of cash assistance, medical assistance and social services that states normally provide for their residents. The Office of Refugee Resettlement provides 100% reimbursement to states for the provision of these services to Cuban refugees who entered the United States after September 30, 1978.

For those Cuban refugees who entered the U.S. before September 30, 1978, the Refugee Act of 1980 authorizes the Office of Refugee Resettlement to provide reimbursement to states at the following levels:

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*/ As of this writing, the recent wave of Cuban entrants does not fall into this category.

- in FY '80, for 75%
- in FY '81, for 60%
- in FY '82, for 45%
- in FY '83, for 25%

of the non-Federal costs of providing cash and medical assistance to Cuban refugees who were receiving such assistance before September 30, 1978.

The Office of Refugee Resettlement also will provide 100% reimbursement to states for the non-federal costs of Supplemental Security Income (SSI) payments to Cuban refugees who were receiving this assistance before September 30, 1978.

For FY '81, ORR has requested an appropriation of $44,800,000.

In addition, the Office of Refugee Resettlement's Miami Office is responsible for verifying eligibility for Cubans who are eligible to receive benefits under the Cuban phasedown program.

For additional information contact:

Mr. Manolo Rodriquez Fleitas
Director, Miami Operations
747 Ponce de Leon Blvd.
Coral Gables, FL 33134
(305) 350-4118

For an explanation of the Federal policy concerning the new Cuban entrants, see Appendix A(3) and the HHS sections on Cuban/Haitian Entrants programs.

## g. CUBAN/HAITIAN ENTRANT PROGRAMS

### (1) CASH ASSISTANCE

/ Contact Person /

Richard Parkins
Office of Refugee Resettlement
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Washington, DC 20201
(202) 245-0403

### The Program

Aid to Families with Dependent Children

Cuban and Haitian arrivals, designated "Cuban/Haitian Entrants (status pending)", are eligible to apply for Aid to Families with Dependent Children (AFDC).*/ AFDC is normally a Federal-state matching funds program. The Office of Refugee Resettlement (ORR) reimburses states for 100% of the state's normal share of the cost of providing AFDC benefits to Cuban and Haitian entrants who qualify. The normal Federal share is paid for by the Social Security Administration.

AFDC is designed to aid children that are deprived of support or care because of death, absence or incapacity of a parent. The child must be unmarried, under age 18, and living with an immediate relative. Children over 16 years of age, and who are not enrolled in school, must be in a job incentive program to be eligible for AFDC.

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*/ Cubans and Haitians who arrive after October 10, 1980 are not eligible. These persons are eligible for General Assistance (see below).

Since AFDC is administered by the states, eligibility requirements and benefits vary according to state. In some states, children 18 to 21 years old who are enrolled in school are covered. Twenty-six states have programs to cover children with unemployed parents. AFDC allotments are intended to raise a household's income to the standard of "need" as defined in that state.

### Supplemental Security Income

Cuban and Haitian arrivals, designated "Cuban/Haitian Entrants (status pending)", are eligible for Supplemental Security Income (SSI).*/ SSI is a Federal program that is paid for by the Social Security Administration. In some states, additional funds are added to SSI payments. ORR reimburses states for 100% of their supplemental SSI payments to Cuban and Haitian entrants.

To qualify for SSI, a person must satisfy the criteria relating either to age, blindness or disability:

- The age criteria stipulates those individuals 65 years or older;
- Blindness refers to individuals that are defined as legally blind;
- Disability is defined as the inability to engage in any substantial gainful activity due to medically determinable physical or mental impairment expected to result in death, or that has lasted or can be expected to last for a continuous period of 12 months.

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*/ As with AFDC, Cubans and Haitians who arrive after October 10, 1980, are not eligible. These people are eligible for General Assistance (see below).

SSI benefits are intended to supplement an individual's income, after certain deductions, in order to raise it to a level of $238 monthly (or $357 for a married couple). If the individual resides with another person or persons, the benefits are reduced by one-third.

## General Assistance

General Assistance is the name usually applied to state and local programs established primarily for limited income persons who cannot qualify for programs such as SSI or AFDC. Not all state and local governments provide General Assistance. "Cuban/Haitian Entrants (status pending)" as well as post-October 10, 1980 arrivals,[*/] are eligible to apply for General Assistance. General Assistance is normally funded either entirely by states or by state-local matching funds. However ORR reimburses states (who in turn reimburse local governments) for 100% of the cost of providing General Assistance to Cuban and Haitian entrants not eligible for AFDC or SSI, and post-October 10, 1980 arrivals.

While eligibility requirements vary from state to state, the usual recipient of General Assistance is a single person or childless couple with limited or no income or resources. General Assistance payments are usually set according to AFDC-prescribed levels.

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[*/] Post-October 10, 1980 Cuban and Haitian arrivals have been given temporary, reviewable parole status (see page 13H of the Overview section on Cuban and Haitian Entrants).

## Program Eligibility

To receive cash assistance, Cuban and Haitian entrants must meet the same income and resource criteria as non-entrants. These include the income limitations, as well as the limits on the levels of resources allowed (bank accounts, liquid assets, etc.) specified by the states in which they settle.

## Authorizing Legislation

Title V (the Fascell-Stone Amendment) of the Refugee Education Assistance Act of 1980 (P.L. 96-422), establishes that the President "shall exercise authorities with respect to Cuban and Haitian entrants which are identical to the authorities under Chapter 2 of Title IV of the Immigration and Nationality Act."

Section 412(a)(1) of Chapter 2 of Title IV of the Immigration and Nationality Act, as amended by the Refugee Act of 1980, authorizes cash assistance for refugees.

## Budget

As of January 30, 1981, the Office of Refugee Resettlement has reimbursed to states, for cash and medical assistance to Cuban and Haitian entrants (and related administrative costs), $15.6 million for FY '80, and $57.2 million for the first two quarters of FY '81.

## Information Dissemination

Information concerning cash assistance for Cuban and Haitian entrants can be obtained from state and local general assistance and human services agencies, as well as from voluntary agencies assisting in resettlement.

## Relevant Publications

Cash assistance policies, used by the Office of Refugee Resettlement for both refugees and Cuban and Haitian entrants, are set forth in ORR's Program Instruction ORR-AT-80-6 "Policy Changes Under the Refugee Act of 1980..." (August 29, 1980).

## (2) MEDICAL ASSISTANCE

### Contact Person

Richard Parkins
Office of Refugee Resettlement
Switzer Building
330 C Street, S.W.
Room 1231
Washington, DC 20201
(202) 245-0403

### The Program

#### Medicaid

Medicaid is a state-administered program designed to pay medical expenses for economically disadvantaged persons. Eligibility requirements and benefits vary from state to state;[*] however, there are Federal minimum standards which all participating states must meet. States have the option of extending the program beyond these minimum standards to allow for a wider range of recipients and coverage for additional categories of medical services.

Cuban/Haitian arrivals, designated "Cuban/Haitian Entrants (status pending)", are eligible for Medicaid if they are otherwise qualified according to state criteria.

Though the expense for Medicaid benefits is normally shared between the states and the Federal government, the portion of Medicaid costs normally paid by the states is paid by ORR in the case of the state costs for Cuban and Haitian entrants. Reimbursement is restricted by the limits of available appropriations.

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[*] One state, Arizona, has no Medicaid program.

According to Federal standards, states must give Medicaid coverage to all AFDC recipients. Medicaid coverage for SSI recipients is not automatic. However, participating states must have Medicaid plans for the aged, blind and disabled, though the eligibility requirements for a state's Medicaid plan may be more strict than the SSI requirements. Federal standards also require states to offer mandatory coverage for AFDC and SSI "fringe" groups, such as persons who have received AFDC during the previous four months, or children, ages 18 to 21, who meet all AFDC eligibility requirements except for a state-imposed age restriction.

According to Federal guidelines, states must provide the following minimum Medicaid benefits:

- physician services;
- in-patient hospital care;
- out-patient and rural care;
- laboratory and x-ray services; skilled nursing care for persons over age 21; and,
- a child health plan known as "Early and Periodic Screening, Diagnosis and Treatment".

States have the option of extending coverage to other medical services.

Medicaid payments are made directly to the providers of the medical services, not to the Medicaid recipients.

Other Medical Assistance

Cuban and Haitian arrivals who do not participate in the Medicaid program are still eligible for whatever services a state would provide to a medically indigent person. These services are normally provided through state, county and municipal hospitals, and community health facilities. ORR reimburses for 100% of the cost of providing these medical services to Cuban and Haitian entrants, including post-October 10, 1980 arrivals. As with Medicaid, reimbursement is restricted by the limits of available appropriations.

## Program Eligibility

Determination of Medicaid eligibility for Cuban and Haitian entrants is made on the basis of the eligibility criteria of the state in which the entrant is residing. To receive medical assistance other than that provided under Medicaid, Cuban and Haitian entrants must meet the same income and resource criteria as non-entrants.

## Authorizing Legislation

Title V (the Fascell-Stone Amendment) of the Refugee Education Assistance Act of 1980 (Public Law 96-422), establishes that the President "shall exercise authorities with respect to Cuban and Haitian entrants which are identical to the authorities under Chapter Two of Title IV of the Immigration and Nationality Act".

Section 412(a)(5) of Chapter Two of Title IV of the Immigration and Nationality Act, as amended by the Refugee Act of 1980, authorizes the provision of medical assistance to refugees.

In addition, persons given "Cuban/Haitian Entrant" status by the Immigration and Naturalization Service are paroled under

Section 212(d)(5) of the Immigration and Nationality Act, and accordingly meet the requirements for Medicaid eligibility as expressed in Section 4-60-10, F of the Medical Assistance Manual. (The Medical Assistance Manual is a book of Medicaid program guidelines that is issued by the Health Care Financing Administration.)

## Budget

As of January 30, 1981 the Office of Refugee Resettlement has reimbursed to states, for cash and medical assistance to Cuban and Haitian entrants (and related administrative costs), $15.6 million for FY '80, and $57.2 million for the first two quarters of FY '81.

## Information Dissemination

Information about medical assistance for Cuban and Haitian entrants can be obtained from state and local general assistance and human services agencies, as well as from voluntary agencies assisting in resettlement.

## Relevant Publications

Department of Health and Human Services, Health Care Financing Administration, Medicaid Action Transmittal HCFA Pub. 17 (July 1, 1980). Subject: "Medicaid Eligibility of Recent Cuban/Haitian Entrants".

## (3) SOCIAL SERVICES

### Contact Person

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Office of Refugee Resettlement
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330 C Street, SW
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Washington, DC 20201
(202) 245-0403

### The Program

Cuban and Haitian entrants are eligible, if they meet income and resource criteria,*/ for a broad range of social services. The Office of Refugee Resettlement (ORR) may reimburse states up to 100% of the cost of providing social services to Cuban and Haitian entrants; however, budgetary constraints have not permitted this level of reimbursement, except for FY '80 retroactive costs. Social services must be provided either under the guidelines of Title XX of the Social Security Act,**/ or by following ORR instructions established for Cuban/Haitian entrant social services. States may contract with public or private non-profit agencies to provide these services.

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*/ Recipients are limited to specific levels of resources: funds in bank accounts, liquid assets, etc.

**/ Under Title XX, each state prepares a Comprehensive Annual Social Service Plan (CASSP) describing the types of services it will make available to eligible residents. Because states are allowed a certain amount of flexibility in the development of their CASSP, Title XX services may vary somewhat from state to state.

Cuban and Haitian entrants are eligible for the following social services:[*]

- Outreach
- English-as-a-Second-Language instruction
- Vocational assistance
    - Career counseling
    - Establishing an employability plan
    - Job orientation
    - Job placement and follow-up
    - Assessment
- Vocational training
- Skills recertification
- Day care and transportation necessary for participation in an employability or social service plan
- Social adjustment services, including:
    - Information and referral
    - Emergency services
    - Health (including mental health) related services
    - Home management services
    - Orientation services
- Transportation and interpreter services

ORR Reimbursement to States

A state may claim social service costs (including related administrative costs) which have been incurred by the state or by local governments on behalf of Cuban/Haitian entrants, to the extent that such costs have not been covered by other Federal funds, and with the following limitations:

(a) ORR reimbursements are not authorized for elementary and secondary education; and

(b) With respect to adult education and English language instruction, states should first seek funding from the U.S. Department of Education.

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[*] For additional information, readers are referred to the refugee Social Services program description on pages 75-79.

## Authorizing Legislation

Title V (the Fascell-Stone Amendment) of the Refugee Education Assistance Act of 1980 (P.L. 96-422), establishes that the President "shall exercise authorities with respect to Cuban and Haitian entrants which are identical to the authorities under Chapter 2 of Title IV of the Immigration and Nationality Act."

Section 412(a)(1) of Chapter 2 of Title IV of the Immigration and Nationality Act, as amended by the Refugee Act of 1980, authorizes Federal reimbursement to states for the provision of social services.

## Budget

As of January 30, 1981, ORR has reimbursed to states, for the provision of social services to Cuban and Haitian entrants (and related administrative costs), $3.3 million for FY '80, and $9.4 million for the first two quarters of FY '81.

## Information Dissemination

Information concerning social services for Cuban and Haitian entrants can be obtained from state and local general assistance and human services agencies, as well as from voluntary agencies assisting in resettlement.

## Relevant Publications

ORR guidelines relating to social services are set forth in Program Instruction SSA-AT-79-33 (August 24, 1979), as clarified and interpreted by ORR-AT-80-1 (March 26, 1980) and ORR-AT-80-2 (April 28, 1980).

## (4) STATE PLANS FOR THE CUBAN/HAITIAN ENTRANT PROGRAM

/ Contact Persons /

Refugee State Program Coordinators
See Appendix E, page 291.

On September 9, 1980, the Office of Refugee Resettlement published program regulations in the Federal Register (Vol. 45, No. 176) entitled "Refugee Resettlement Program; Plan and Reporting Requirements for States."*/ These rules set forth the requirements for refugee services under Title IV of the Immigration and Nationality Act, as amended by the Refugee Act of 1980. One of these requirements is the submission of a State Plan for assisting in refugee resettlement. In accordance with the Fascell-Stone Amendment (Title V) to the Refugee Education Assistance Act of 1980 (Public Law 96-422), states must also submit plans for their Cuban/Haitian Entrant Program as a condition for receiving Federal reimbursement for services to Cuban and Haitian entrants.

Under ORR guidelines, each State Plan must fulfill the following terms and conditions:

(a) The state agency responsible for administering (or supervising the administration of) the Refugee Resettlement Plan will be responsible for administering (or supervising the administration of) the Cuban/Haitian Entrant Program.

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*/ These requirements are described in the Section entitled "Refugee Resettlement Program Plan and Reporting Requirements for States", pgs. 134-136.

(b) The state is required to encourage the effective resettlement of Cuban and Haitian entrants, and promote economic self-sufficiency as quickly as possible, through the effective use of cash assistance, medical assistance, and support services, via the methods described in the State Plan for Refugee Resettlement.

(c) The State Coordinator (as defined in the Federal Register, Vol. 45, No. 176, September 9, 1980), who is responsible for ensuring coordination of public and private resources in refugee resettlement, is to be responsible for ensuring coordination of public and private resources in Cuban and Haitian Entrant resettlement.

(d) The state is required to provide for the care and supervision of, and insure that legal responsibility is arranged for, unaccompanied Cuban and Haitian Entrant children within the state. The state is also required to submit a statement (subsequent to the issuance of an Action Transmittal regarding unaccompanied Cuban/Haitian Entrant minors) indicating the procedures to be observed in arranging for the legal responsibility of these children, as well as describing programs and services to be undertaken in their behalf.

(e) The state is required to use the procedures described in its State Plan for Refugee Resettlement to identify those Cuban and Haitian entrants who, at the time of resettlement in the state, have medical conditions requiring (or medical histories indicating) a need for treatment or observation, and for the monitoring of any necessary treatment or observation.

(f) The state is required to provide assistance and services to eligible Cuban and Haitian Entrants without regard to race, religion, nationality, sex, or political opinion.

(g) The state is required to comply with the following: (1) The provisions of Title IV, Chapter 2, of the Immigration and Nationality Act (as amended by the Refugee Act of 1980) -- as applicable to the provision of assistance to Cuban and Haitian Entrants under Section 501(a)*/ of the Refugee Education Assistance Act of 1980; (2) official issuances of the Director of the Office of Refugee Resettlement; (3) all applicable regulations; and (4) the provisions of the state's own State Plan. The state must amend this plan as needed to comply with standards, goals, and priorities established by the Director of the Office of Refugee Resettlement.

(h) The state must administer its Cuban/Haitian Entrant Program in accordance with the regulatory requirements regarding: State Plan amendments; submittal of plans for Governor's review; maintenance of records -- and reports; and confidentiality of records which are applicable to the Refugee Resettlement Program.

In addition, states must submit expenditure reports covering their retrospective reimbursement for FY '80, and their reimbursement for each quarter of FY '81. Quarterly reports are due 45 days after the close of each quarter. (Separate reports are required for FY '80 and for each quarter of FY '81.)

As of January 31, 1981, 30 states*/ had submitted state plans and were participating in the Cuban/Haitian Entrant Program. These states are: Alabama, Arizona, California, Connecticut, District of Columbia, Florida, Georgia, Idaho, Illinois, Kentucky, Louisiana, Maine, Maryland, Massachusetts, Michigan, Minnesota, Mississippi, Missouri, New Jersey, New York, Ohio, Pennsylvania, Puerto Rico, Rhode Island, South Carolina, Tennessee, Texas, Utah, Virginia, and Wisconsin.

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*/ The Fascell-Stone Amendment.

**/ The District of Columbia and Puerto Rico are included, as they are also required to submit the equivalent of a "State Plan".

## (5) CUBAN/HAITIAN ENTRANT PROGRAM - OTHER ACTIVITIES

### (i.) The Unaccompanied Minor Program for Cuban and Haitian Entrants

**Contact Person**

Beth McDaid
Supervisor
Cuban and Haitian Entrant Unaccompanied
Minor Program
Office of Refugee Resettlement
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330 C Street, SW
Washington, DC 20201
(202) 245-0979

**The Program**

The Office of Refugee Resettlement (ORR), fully reimburses the states for services to unaccompanied entrant minors. As one of the requirements for a state's participation in the Cuban/Haitian Entrant Program, the state must submit a statement to ORR setting forth procedures for providing for the legal responsibility of entrant unaccompanied minors, and for extending care and maintenance to these minors in accordance with the provisions of the Refugee Act of 1980. These procedures must also conform with other applicable Federal policies, regulations, and action transmittals concerning unaccompanied minors. The statements are required under instructions contained in an action transmittal issued by ORR, and can be obtained from Refugee State Coordinators (see Appendix E, pg. 291)[*] or from

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[*] Refugee State Coordinators also serve as Cuban/Haitian Entrant State Coordinators in states which participate in ORR's Cuban/Haitian Entrant Program. These states are listed on pg. 950 and are identified in Appendix E "Refugee State Coordinators".

Office of Refugee Resettlement Regional Directors (see Appendix D, pg. 290).

Because in many cases close relatives of unaccompanied minors may be living in Cuba, Haiti, or the United States, unaccompanied entrant minors are not eligible for adoption.

## Program Eligibility

A Cuban/Haitian Entrant unaccompanied minor is a person who:

(1) Has not yet reached eighteen years of age--or such higher age as may be the established age in the state of placement, according to its child welfare plan (submitted to HHS under Title IV-B of the Social Security Act);

(2) Entered the country unaccompanied by a parent or an immediate adult relative -- i.e., grandparent, aunt, uncle or adult sibling--or by any adult who arrived having documentable legal evidence of custody of the minor;

(3) Has no parent(s) in the United States; and

(4) Meets the definition of Cuban/Haitian Entrant (see Overview, Cuban and Haitian Entrants, Pg. 13A).

## Number of Unaccompanied Minors in the Program

Between April 20 and December 31, 1980, approximately 2,500 Cuban and Haitian unaccompanied minors have been resettled in the United States.

## Information Dissemination

Action Transmittal ORR-AT-80-7, issued on December 10, 1980 (directed to state agencies administering entrant resettlement programs and to other interested agencies and organizations) provides instructions concerning the statement required of states on procedures for assuming legal responsibility for, and care and maintenance of, unaccompanied entrant minors.

## Program Mandate/Authorizing Legislation

Title V of the Refugee Education Assistance Act of 1980 (Public Law 96-422), states that the President "shall exercise authorities with respect to Cuban and Haitian entrants which are identical to the authorities which are exercised under Chapter 2 of Title IV of the Immigration and Nationality Act" (as amended by the Refugee Act of 1980).

Title III, Part B, Section 311 of the Refugee Act of 1980 provides for supervision of, and legal responsibility for, unaccompanied refugee children (see Appendix A(1), pg. 238).

Title III, Part B, Section 311 of the Refugee Act of 1980 also provides that, as a condition for receiving assistance under that chapter, a state must submit to the Director of the Office of Refugee Resettlement, Department of Health and Human Services, a plan which satisfies listed requirements. Requirement (iv) pertains to plans concerning "the care and supervision of and legal responsibility for unaccompanied refugee children in the state." (See Appendix A(1), pg. 236.)

## Budget

In FY '80, ORR reimbursed to states approximately $650,000 for the care and supervision of unaccompanied Cuban and Haitian Entrant minors.

## (ii.) Data Systems and Analysis -- Cuban/Haitian Task Force

**Contact Person**

Larry G. Willets
Data Systems and Analysis Division
Cuban/Haitian Task Force
1133 - 15th Street, NW
4th Floor
Washington, DC 20005
(202) 653-5930

**The Program**

The Data Systems and Analysis Division of the Cuban/Haitian Task Force maintains computerized files and provides statistical information on approximately 125,000 Cuban and 25,000 Haitian entrants (including Cubans and Haitians who entered the U.S. after October 10, 1980).

The division provides the data and analytical reports necessary for the planning, evaluation and day-to-day operations of the Task Force's programs. Daily and weekly reports are issued which summarize arrival and resettlement statistics. Monthly reports cover a wide range of topics, such as Cuban and Haitian occupation profiles, and information on Haitian migrant farm workers. Special reports are provided as needed, and other information is available upon request. The Division also coordinates a computerized locator service to help Cuban and Haitian entrants locate their relatives in the United States.

The Division's data system involves operations at the Task Force Headquarters in Washington, D.C., the Task Force's Miami office, and the resettlement camp at Fort Chaffee, Arkansas.

Data at Fort Chaffee includes the files of the Cubans processed through the other resettlement camps (Eglin, McCoy and Indiantown Gap).

The main data bases for both the Cubans and Haitians contain information on:

- Age/sex data on the entrant population;
- Sponsor (voluntary agency and/or family member);
- Initial destination (city/state);
- Other socio-demographic variables (marital status, education level, occupation).

Basic information on each entrant is collected initially at each processing center. Destination is added at the time of placement. Separate data bases are maintained on unaccompanied minors, and on detainees.

To date, no systematic program has been designed to update the destination information to account for secondary migration. However, in cases in which the sponsorship relationship breaks down, information is collected on the cause of the problem, and on the subsequent resettlement efforts attempted by the voluntary agencies handling these cases.

## (iii.) Hotline

Contact Person

Nieves Guerrero
Supervisor
Cuban/Haitian Task Force Hotline
330 Biscayne Boulevard
Room 606
Miami, Florida 33132

| | |
|---|---|
| For Hotline assistance: | 800-327-9665 |
| In the Miami area: | (305) 374-0362 |

The Cuban/Haitian Task Force Hotline in Miami provides information and referral services for Cuban and Haitian entrants and their sponsors, as well as for agencies aiding in resettlement. The information and referral services cover a broad range of topics, including help in obtaining health and employment services, legal and housing assistance, and other social services. Assistance is also provided in obtaining services for unaccompanied minors and locating family members in cases of family reunification. Hotline staff speak Spanish, Creole and English.

## h. HEALTH PROJECT GRANTS FOR REFUGEES

**Contact Person**

Louis Milite
Office of Operations
Office of Refugee Resettlement
Switzer Building
Washington, D.C. 20201
(202) 245-0061

Congress has authorized the Director, Office of Refugee Resettlement, to utilize $4.8 million for the delivery of health care services to refugees in FY 80.

To deliver health services to refugees in the most effective manner, the Office of Refugee Resettlement has entered into an intra-agency agreement with the Center for Disease Control within the Public Health Service which authorizes them to issue grant awards to state health departments for the delivery of health care to refugees.

Funding priorities in FY 1980 have been based on:

1. Unmet public health needs associated with refugees;
2. Need for general health assessment, with particular attention given to the identification of health problems which might affect employability; the referral of refugees to appropriate services; and the identification of funding sources for needed services.

(3) English language training for refugees was found to vary widely in quality and accessibility;

(4) Health and dental needs of many refugees need more attention upon arrival in local communities, and require follow-up treatment that has not always been readily accessible;

(5) Low-cost housing for large families is almost non-existent in many areas; and

(6) Translation and interpreter services are critically needed in all phases of refugee resettlement.

In initiating these demonstration projects the Office of Refugee Resettlement has sought to achieve the following objectives:

- To coordinate available resources and minimize duplication;
- To cultivate services and programs needed in resettlement;
- To support new and innovative approaches to resettlement;
- To bolster the capacity of the voluntary resettlement agencies to manage the increasing pressure on their systems;
- To ensure the participation of local and state governments in refugee resettlement;
- To strengthen the involvement of the Indochinese community; and
- To provide basic social services where none now exist.

## 2. ORR/NATIONAL DEMONSTRATION PROJECTS

### INTRODUCTION

In recent months the Office of Refugee Resettlement has initiated a number of National Demonstration Projects designed to strengthen America's domestic refugee resettlement program. These projects are a response to the tremendous growth in the refugee program in 1979 and 1980, and to a number of deficiencies identified over the past 12 to 15 months in reports, studies, and needs assessments by various public and private agencies, and in Congressional hearings. [*/]

The major deficiencies identified by these studies and hearings included:

(1) Basic social services and training were found to be non-existent or inadequate in some places and overburdened in others;

(2) There is an absence of coordination in many communities which results in duplication of effort and under-utilization of existing services;

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[*/] Such studies, reports, hearings, etc., include the General Accounting Office Report (The Indochinese Exodus: A Humanitarian Dilemma, April 24, 1979); a report to the Secretary of Health, Education and Welfare (Service Delivery Assessment Report on Indochinese Refugees, January, 1980); the New Transcentury Foundation Report (Refugee Resettlement in the U.S.: Time For a New Focus, New Transcentury Foundation, Washington, D.C., July 31, 1979); the White House Interagency Papers on Domestic Resettlement of Indochinese Refugees, January 14, 1980; various Congressional hearings, as well as the hearings on the Select Commission on Immigration and Refugee Policy.

## a. ORR/ACTION INTER-AGENCY AGREEMENT

ACTION, Office of Voluntary Citizen Participation

Contact Person

Chuck Howell
ACTION
806 Connecticut Avenue, NW
Washington, DC 20525
(202) 254-3545

Through this inter-agency agreement, ORR and ACTION have attempted to stimulate involvement of volunteers in refugee resettlement, strengthen the self-help capacity of Mutual Assistance Associations, and help coordinate federal, state, and local volunteer efforts on behalf of refugees. The project has had the following components:

- Several state Offices of Voluntary Citizen Participation planned to recruit and mobilize volunteers to assist in refugee resettlement: Hawaii, California, Texas, Virginia and Florida;
- ACTION support services assistance program planned to provide training and technical assistance for volunteer efforts and activities through resettlement agencies, Mutual Assistance Associations, and state Offices of Voluntary Citizen Participation;
- A subgrant to the Center for Community Education and Citizen Participation (CCECP) in Santa Barbara, California to perform training and technical assistance; and
- Mini-Grant Program for Indochinese Mutual Assistance Associations and other groups. These mini-grants were established for $5,000 for local organizations and $10,000 for statewide programs. These grants provided funds to community groups to establish or enhance the involvement of volunteers in particular projects.

The operating dates were from March 1, 1980 through September 30, 1980. The amount of the inter-agency fund transfer was $694,180.

## b. AN INFORMATION, ANALYSIS, AND COORDINATION CENTER FOR THE NATIONAL VOLUNTARY RESETTLEMENT AGENCIES

The American Council of Voluntary Agencies for Foreign Service, Inc. (ACVA)

**Contact Person**

Ingrid Walter
American Council of Voluntary Agencies
200 Park Avenue South
New York, NY 10003
(212) 777-8210

This grant to the American Council of Voluntary Agencies (ACVA) reflects the need of the voluntary agencies and ORR to strengthen their inter-agency communications, increase the capacities of resettlement agencies, and develop a base for planning improved resettlement services and strategies.

There are five major objectives in this grant which is designed to strengthen the participation of the private sector in refugee resettlement. The objectives are to:

- Provide information on refugee resettlement activities to the general public and national voluntary agencies;
- Identify problem areas in the resettlement process and develop suitable responses or strategies to ameliorate these problems;
- Develop linkages and lines of effective communication with other participants in the resettlement program, including state and local governments, Mutual Assistance Associations, and other service providers;
- Facilitate coordination among the national resettlement agencies to enhance their collective capacity to address other public and private participation in the resettlement program; and

- Implement the strategy for a major demonstration resettlement effort for 10,000 Khmer refugees with the Cambodian Association of America.

Successful implementation of this grant should result in more effective cooperation between the public and the private sectors.

The grant period is October 1, 1980 through September 30, 1981. The funding level is $484,173.

## c. THE REFUGEE RESETTLEMENT INFORMATION EXCHANGE PROJECT

The American Public Welfare Association (APWA)

/ Contact Person /

Dan Prater, Project Manager
Refugee Reports
American Public Welfare Association
1125 15th Street, NW
Washington, DC 20005
(202) 293-7550

The purpose of the Refugee Resettlement Information Exchange Project is to disseminate information on domestic refugee resettlement issues.

There are two major objectives:

- Continue and expand the circulation of Refugee Reports, a biweekly newsletter. Twenty-six issues with a distribution of 10,000 each are projected during the grant period.
- Publish the Refugee Resettlement Journal, a professional journal featuring a variety of refugee related articles.

The project period is May 1, 1980 through April 30, 1981. The funding level is $349,593.

## d. TRAINING CENTER FOR INDOCHINESE PARAPROFESSIONALS IN HEALTH AND HUMAN SERVICES

Boston University School of Social Work

/ Contact Person/

Kathleen H. Lique
Boston University, School of Social Work
264 Bay State Road
Boston, MA 02215
(617) 353-3763, 4365

The purpose of the Center is to provide the refugees in the New England region access to health and human services by providing intensive, short-term training to 80 bilingual refugees for paraprofessional jobs in the local health and human services delivery system. The center will:

- Recruit, screen, and assess the training needs of 80 bilingual refugees interested in working in the human services sustem;
- Identify a minimum of 10 agencies within each refugee concentrated locality for field placements of the refugee interns;
- Provide training of one day per week of didactic instruction and four days per week practicum;
- Provide training stipends to trainees and placement agencies; and
- Place all trainees who have successfully completed the program in jobs as paraprofessionals in human service agencies.

The project period is October 1, 1980 through September 30, 1981. The funding level is $245,290.

## e. CAMBODIAN ASSOCIATION OF AMERICA

The Cambodian Association of America

**Contact Person**

Yang Sem
Cambodian Association of America
2226 East Anaheim Street
Long Beach, California 90804
(213) 223-2116

The Cambodian Association of America Project will help with the resettlement of 10,000 Cambodians who will arrive in the United States during FY '81. The project will serve the above purpose by building on the combined strengths and experience of Cambodians and the voluntary resettlement agencies.

The major purpose of the project is to involve Cambodian communities in expanding resettlement opportunities and services to newly arriving refugees. To this end, the project intends to:

- Develop community organizing skills among Cambodian self-help groups;
- Assist in the resettlement of Cambodian refugees, with emphasis on resettlement in non-impacted localities;
- Counsel those who may be considering a move to a less impacted area of the country;
- Assist in resolving problems that new refugees will encounter after their arrival; and
- Help integrate the Cambodian communities into the mainstream of the new way of life.

Of the approximately 20,000 Cambodians presently in the United States, nearly one-half have resettled in southern California, and the remainder are scattered in small numbers in cities throughout the country. In communities with a limited number of Cambodians, there is a strong desire on the part of the Cambodian community to help new arrivals. Many of the refugees who have been here longer have found employment and adjusted successfully to their new lives. As refugees themselves, they are especially well equipped to understand and assist in solving the many problems that new refugees will encounter.

It is from this base that the project will seek to form new "clusters" of Cambodians in communities.

Working with the American Council of Voluntary Agencies (ACVA), 15 sites were identified as good prospects for resettlement of the new arrivals. Local Cambodian resources and assistance, in cooperation with voluntary resettlement agencies, local governments, service providers, and other members of the American community will participate in this resettlement effort. The project will establish a national office to be responsible for the planning, management and monitoring of special program services at the 15 sites. A local program service delivery component is to be established in the selected sites, and a mini-resettlement project will be established in California.

### Conferences, Communication, and Coordination

A National Planning Meeting for Cambodian leaders involved in the project will be called to clarify the objectives of the project and to plan the implementation of the project at each site selected. Administrative and managerial guidelines will be set during this national meeting, in addition to programmatic criteria. In addition, the project will develop a more structured dialogue between national resettlement agencies, their local affiliates and the MAAs.

The project period is October 1, 1980 through September 30, 1981. The funding level is $693,393.

## f. NATIONAL INDOCHINESE CLEARINGHOUSE AND TECHNICAL ASSISTANCE CENTER (NICTAC)

Center for Applied Linguistics (CAL)

Contact Person

Allene Grognet, Ph.D.
Center for Applied Linguistics
3520 Prospect Street, NW
Washington, DC 20007
(202) 298-9292
Toll-Free Hotline: (800) 424-3750

NICTAC provides services to all English-as-a-Second-Language (ESL) programs for refugees that are survival- or employment-oriented and receive federal or state refugee services funding; ESL programs specifically designed for adult Indochinese that are funded out of other sources; and other non-Indochinese refugee groups in the areas of English language learning and job related skills. NICTAC will:

- Provide approximately 60 workshops and on site technical assistance to ESL and manpower programs serving Indochinese refugees, and five workshops and on-site technical assistance to programs serving non-Indochinese refugees;
- Maintain a national toll free Hotline for ESL practitioners needing information, referral or technical assistance in providing ESL services to refugee groups; and
- Prepare and disseminate ESL education guides that deal with ESL, manpower and vocational subjects, as well as cross cultural information for the teacher about the refugees, their countries, and their backgrounds.

The grant period is May 13, 1980 through May 12, 1981. The funding level is $560,538.

## g. ORIENTATION RESOURCE CENTER

Center for Applied Linguistics (CAL)

**Contact Person**

JoAnn Crandall, Ph.D.
Pho Ba Long
Orientation Resource Center
3520 Prospect Street, NW
Washington, DC 20007
(202) 298-9292
Toll-Free Hotline (800) 424-3701

The purpose of the Orientation Resource Center (ORC) is to facilitate effective refugee resettlement through the provision of orientation and cross-cultural information to refugees and their sponsors, including voluntary agencies, local service providers, and Mutual Assistance Associations (MAAs). ORC will:

- Establish a national toll-free Hotline to provide immediate orientation information, and referral;
- Write and disseminate bilingual, culturally appropriate orientation materials for all incoming refugees, sponsors and their communities;
- Develop written and audio/visual orientation materials and films, an emergency telephone card, and bilingual phrasebooks for refugees;
- Collect and analyze existing orientation information, materials and programs;
- Provide on-site technical assistance to orientation programs; and
- Establish, strengthen, and maintain communication channels with private and public agencies and refugee Mutual Assistance Associations working to resettle refugees.

This project period is June 1, 1980 through May 31, 1981. The funding is $1,550,000.

## h. PRACTITIONER WORKSHOP PROJECT:

- PRACTITIONER WORKSHOP COMPONENT
- PRACTITIONER RESETTLEMENT SUPPORT COMPONENT
- REFUGEE RESETTLEMENT RESOURCE BOOK UPDATE COMPONENT

### Indochina Refugee Action Center (IRAC)

Contact Person

Roger Harmon, Ph.D.
Indochina Refugee Action Center (IRAC)
1025 15th Street, NW
Washington, DC 20005
(202) 347-8903

The purpose of the IRAC grant is to enhance refugee resettlement services by identifying and developing resettlement models, providing direct assistance to resettlement practitioners, and updating the Refugee Resettlement Resource Book. The project will:

- Facilitate seven intensive practitioner workshops in the areas of orientation, health related services, social adjustment, vocational training and skills recertification, manpower employment, intake information and referral, outreach, and basic social service systems. These workshops are designed to identify and develop practical models and approaches to serve as examples of effective programs for state human service administrators charged with making social service funding decisions, and to serve as stimulants to new quality project development in resettlement communities.

  A report will be submitted to HHS/ORR after each workshop. The report will delineate the various models for delivering particular social services, and will be distributed to major refugee resettlement information distribution sources, local resettlement practitioners and state refugee program administrators.

- Provide on-site assistance to 31 selected communities interested in refining their resettlement services along the lines of the models developed; and

- Update the Refugee Resettlement Resource Book to provide, on a quarterly basis, accurate and timely information on currently changing policy and program developments in the national resettlement program to key resettlement practitioners, state and local governments, federal officials, and organizations concerned with domestic resettlement.

The operating dates of the project are July 15, 1980 through July 14, 1981. The total funding level is $372,123.

## 1. RESETTLING REFUGEES: MUTUAL ASSISTANCE ASSOCIATION FUNDING

Contact Person

Bill Eckhof
Special Projects
Office of Refugee Resettlement
330 C Street, SW
Switzer Building
Washington, DC 20201
(202) 245-0061

In FY '80 ORR made $1,200,000 available for grants to mutual assistance associations. This is the name commonly given to the indigenous "self-help" groups within a refugee community, as well as the refugee communities' own religious, cultural, and educational associations, fraternal and professional societies, student organizations, etc. This competitive grant program funds non-profit refugee mutual assistance associations to provide services to build the organizational skills of refugee community leaders and support their efforts to provide appropriate services to refugees. The projects funded will:

- Supplement local level delivery services;
- Identify and respond to gaps in locally available services;
- Act as liaison between available services and refugee families; and
- Encourage local MAA initiatives in innovative program development.

The project period is October 1, 1980 through September 30, 1981. A list of those associations funded follows.

## DEPARTMENT OF HEALTH AND HUMAN SERVICES

## OFFICE OF REFUGEE RESETTLEMENT

## MUTUAL ASSISTANCE ASSOCIATION PROGRAM
## FY 1980 Grantees

| GRANTEE | AMOUNT | PURPOSE |
|---|---|---|
| Vietnamese Association of Illinois<br>Chicago, Illinois | $49,980 | Development of a service center to provide social services related to employment, social adjustment, and legal services not being provided by existing agencies. |
| Vietnam Foundation<br>McLean, Virginia | $50,000 | Orientation and education tutoring aimed at social adjustment. |
| Action for Southeast Asians<br>Falls Church, Virginia | $50,000 | Short term orientation workshops for human service providers who work with refugees in intensive bicultural training. |
| Spokane-Cheney Vietnamese Friendship Association<br>Liberty Lake, Washington | $28,133 | Refugee driver education. |
| H'mong Nature Association of North Carolina<br>Marion, North Carolina | $49,610 | Pre-arrival orientation of sponsors and community, post-arrival refugee orientation, information and referral, interpretation and translation. |
| Lao Lane-Xang Association<br>San Francisco, California | $49,982 | Bi-lingual instruction, assistance in vocational training and counseling. |

## HHS/ORR - Mutual Assistance Association Program FY 1980 Grantees

| GRANTEE | AMOUNT | PURPOSE |
|---|---|---|
| Immigrant Social Service Inc. of<br>New York City, New York | $50,000 | Information and referral, counseling, translation, and interpretation. |
| Lao Association of<br>Dallas, Texas | $50,000 | Coordination, interpretation for post-resettlement and acculturation. |
| Indochinese Ecumenical Community Center of<br>Oakland, California | $49,235 | Career planning and information services, occupational counseling, labor market research. |
| Armenian Relief Society of<br>Glendale, California | $45,000 | Survival English as a second language for Armenian refugees, job training, job placement, interpretation and translation, and social adjustment. |
| Vietnamese Friendship Association of Greater Seattle<br>Seattle, Washington | $49,997 | Multi-lingual orientation, counseling, referral, advocacy, and orientation publications. |
| Vietnamese National Association in Philadelphia<br>Philadelphia, Pennsylvania | $49,561 | Radio program offering education, including vocational education, and social adjustment material. |
| Indochinese Refugee Foundation<br>Chelmsford, Massachusetts | $47,592 | English as a second language, job development, outreach. |
| Lao Family Community of Virginia<br>Alexandria, Virginia | $50,000 | Orientation, and employment counseling. |
| Lao H'mong Association of Nebraska<br>Omaha, Nebraska | $49,618 | Resource center, community liaison, job counseling, orientation, on-the-job training assistance and follow-up, establishment of a communications network with community. |

## HHS/ORR - Mutual Assistance Association Program FY 1980 Grantees

| GRANTEE | AMOUNT | PURPOSE |
|---|---|---|
| Vietnamese Youth Development Center of San Francisco, California | $38,313 | Multi-lingual services including job development, counseling, orientation, information and referral, peer tutoring, and recreational activities for young single refugees. |
| Vietnamese Friendship Association of Tacoma-Pierce County Tacoma, Washington, | $28,970 | Assistance in naturalization and status adjustment, encouragement of refugee self-reliance, building of Association capability. |
| Cambodian Mutual Assistance Association of Columbus, Ohio | $41,844 | Driver education, employment counseling, income counseling, energy conservation. |
| Association of Invalids and Veterans of World War II who Emigrated to the U.S. from U.S.S.R. and East European Countries, Inc. New York City, New York | $49,240 | Community organization, services for acculturation. |
| Cambodian Association of America in Illinois Hanover Park, Illinois | $49,760 | Intensive orientation including translating, career counseling, and counseling on housing. |
| Vietnamese Association in Houston Houston, Texas | $48,500 | Newsletter, information and referral. |
| Indochinese Community Center Washington, D.C. | $49,844 | Language training, acculturation, counseling, homemaking skills. |
| United Cambodian Community Los Angeles, California | $49,581 | Pre-employment orientation, job counseling, information and referral, counseling on social adjustment. |

## HHS/ORR - Mutual Assistance Association Program FY 1980 Grantees

| GRANTEE | AMOUNT | PURPOSE |
|---|---|---|
| Jewish Union of Russian Immigrants<br>Brooklyn, New York | $49,933 | Outreach, information and referral, evaluation, assessment, job placement, counseling. |
| Indochinese American Association<br>Atlanta, Georgia | $50,000 | Information and referral, orientation, counseling, interpretation and translation, association capacity development. |
| Cambodian American Society of New York City, New York | $45,770 | Social adjustment, information and referral, interpretation and translation. |

## j. DATA COLLECTION AND DISSEMINATION OF INFORMATION ON THE IMPACT OF THE REFUGEE PROGRAM ON COUNTY GOVERNMENT

National Association of Counties (NACO).

/Contact Person/

Ronald F. Gibbs
National Association of Counties
Research Inc.
1735 New York Avenue, NW
Washington, DC 20006
(202) 783-5113

The purpose of this grant is to establish a clearinghouse for the collection and dissemination of information on refugees to county governments.

The primary objectives are the following:

- Review current data on problems identified by county officials
- Compile data on federal programs;
- Establish and convene a task force of county officials to address refugee concerns;
- Develop a networking system among county officials;
- Collect data from counties on impact of refugee resettlement;
- Establish a process for resolving county-specific policy issues;
- Conduct training workshop for county officials and employees;
- Encourage the identification and replication of successful county government efforts in assisting refugees.

The entire effort should result in a closer coordination between federal and local officials and in the development of more responsive policy in the future.

The project period is September 15, 1980 through September 14, 1981. The funding level is $150,000

## k.SECRETARIAT SERVICES TO NATIONAL COALITION FOR REFUGEE RESETTLEMENT

The National Conference on Social Welfare (NCSW)

Contact Person

John E. Hansan, Ph.D.
Maureen H. Herman
National Conference on Social Welfare
1730 M Street, NW, Suite 911
Washington, DC 20036
(202) 785-0817

To promote more effective refugee resettlement, ORR has awarded the National Conference on Social Welfare (NCSW) a grant to support the National Coalition for Refugee Resettlement (NCRR) (see Section VI D).

The Coalition will provide a forum for the major national agencies -- public and voluntary -- to discuss issues and exchange information about their concerns in connection with resettlement activities.

NCSW proposes to accomplish these objectives by performing three major tasks:

- Study and assess the problems, constraints, and issues associated with appointment of a State Plan for refugee resettlement in five states (Washington, Texas, Minnesota, Iowa and Pennsylvania);
- Arrange a series of meetings between ORR staff and principal program operators from state and local governments;
- Provide Secretariat support to the National Coalition for Refugee Resettlement.

Successful implementation of these tasks will facilitate the preparation and publication of ORR policies, regulations, and program guidelines. Effective national policies will in turn enhance the strength and capacity of state and local governments, in cooperation with national and local agencies, to serve all refugees.

This project period is September 15, 1980 through September 14, 1981. The funding level is $150,000.

## 1. NATIONAL GOVERNORS' ASSOCIATION PROJECT

National Governors' Association Center for Policy Research

**Contact Person**

Emily Yaung, Ph.D.
National Governors' Association
Office of State Services
444 North Capitol, Hall of the States
Washington, DC 20001
(202) 624-7723

This project utilizes the legal and administrative authority of the governors to facilitate state management of the refugee resettlement program. Emphasizing information exchange and technical guidance on federal policies and guidelines, the NGA will conduct two conferences and develop a resource guide and handbook based on model programs, information on federal laws, policies, regulations, and other resources. The NGA project will:

- Provide technical assistance and a forum for information exchange for state and local officials;
- Publish regularly a digest of changing government policies, programs, and other information concerning resettlement issues; and
- Coordinate intra-state and inter-state efforts with the federal government.

The operating dates of the project are from July 15, 1980 through July 14, 1981. The level of funding is $150,000.

## m. USING NON-SERVICE APPROACHES TO PROMOTE REFUGEE RESETTLEMENT

Stanford Research Institute, International (SRI)

Contact Person

Steven Waldhorn
Douglas C. Henton
Stanford Research Institute, International (SRI)
333 Ravenswood
Menlo Park, CA 94025
(415) 326-6200

The purpose of this research project is to strengthen local governments' capacity to assist refugee resettlement by utilizing their existing governance powers and community resources. The project will:

- Prepare a handbook on the use of non-service policy tools such as regulation, taxation, administrative change, involvement of the private sector, and promotion of self-help. Dissemination will take place through information exchange efforts of the United States Conference of Mayors and the National Governors' Association;
- Prepare a manual on existing refugee self-help as well as methods for encouraging self-help approaches for use by local governments and community organizations in aiding refugee adjustment and assimilation. The manual will be translated to promote the greatest possible use by Indochinese;
- Identify available federal resources and prepare materials for briefing federal, state and local authorities on how to use these resources more effectively to aid refugees at the local level; and
- Prepare a series of analytical reports on alternative approaches for assisting refugees. Three workshops will be conducted for refugee experts and researchers, federal, state and local practitioners, and key refugee resettlement officials from foreign countries.

The project period is September 15, 1980 through September 14, 1981. The funding level is $389,242.

## n. THE CITY ROLE IN REFUGEE RESETTLEMENT

United States Conference of Mayors

Contact Person

Laura Waxman
U. S. Conference of Mayors
1620 Eye Street, NW
Washington, DC 20006
(202) 293-~~765~~0 7330

The purpose of this grant is to maximize the efforts of local governments to respond to refugee needs. The Conference of Mayors has established a national information clearinghouse on refugee resettlement for cities. A national conference for federal and city officials will be convened to identify problems and continue a dialogue between participants. A newsletter and fact sheet will be developed on resettlement efforts. The project will include:

- Dissemination of technical information pertinent to the needs of the cities;
- Provision of staff or the Mayors' Task Force on Indochinese Refugees to assist mayors in formulating organizational policies and positions; and
- Facilitation of information exchange between federal and local officials.

The project period is July 15, 1980 through July 14, 1981. The funding level is $144,699.

## 3. PUBLIC HEALTH SERVICE

The U.S. Public Health Service (PHS) has two statutory responsibilities that directly relate to the immigration of refugees to the United States:

- The Quarantine Division of the Center for Disease Control, a part of PHS, is mandated to protect the U.S. population from communicable diseases associated with entry of people from foreign lands; and
- The Center for Disease Control, in support of the Immigration and Naturalization Service, is responsible for developing and overseeing the procedures for medical screening of foreign nationals for purposes of visa issuance.

The remaining PHS activities which service refugee populations stem from a variety of PHS-supported programs providing health services to the general populace. These services include health manpower training; data collection, analysis and dissemination; community health resource development; and direct medical services to special groups in the population.

PHS carries out most of its refugee health-related activities in cooperation with, and through assistance to, other components of HHS, other federal agencies, state and local health departments, and international organizations.

These PHS activities are centered in the Office of Refugee Health Affairs (ORHA), which is located in the Office of International Health in the Office of the Surgeon General.

## a. OFFICE OF THE ASSISTANT SECRETARY FOR INTERNATIONAL HEALTH

Contact Person

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(202) 245-7275

The Office of Refugee Health Affairs has the responsibility for coordinating all PHS-supported health programs for refugees internationally and domestically. In that regard it works closely with and coordinates the activities of all the PHS agencies that are involved in refugee health care.

The ORHA also maintains an office at HHS/ORR to facilitate the coordination of PHS-supported health activities with other HHS resettlement programs.

## b. CENTER FOR DISEASE CONTROL

### Contact Person

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Center for Disease Control
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### The Program

The Center for Disease Control is reponsible for a range of activities relating to the immigration of refugees into the United States. These activities include the following:

### Overseas Screening for Excludable Health Conditions

Refugees must be screened overseas for health conditions which, as a matter of immigration law, may prevent them from obtaining a visa to enter the United States. CDC, in support of the Immigration and Naturalization Service (INS), is responsible for overseeing the procedures for screening. The actual screening is performed under a Department of State contract with the Intergovernmental Committee for European Migration (ICEM).

### Overseas Immunization

CDC has participated in the development of an overseas immunization program for Indochinese refugees immigrating into this country. Immunizations are also carried out in cooperation with the Department of State and ICEM.

## Quarantine Service

CDC has full responsibility for Quarantine Service at U.S. ports of entry. In response to the influx of Indochinese refugees into this country, CDC has:

- Hired an additional 15 quarantine inspectors and assigned them to quarantine stations which serve as primary ports of entry for Indochinese refugees; and
- Revised procedures for quarantine officers to stipulate that telephone notification to public health departments be made immediately -- followed by written notification within 24 hours -- for all refugees who enter with active (but noninfectious) tuberculosis. Written notification is also made for individuals who enter with inactive tuberculosis. A tracking system for tuberculosis referrals has also been established and includes telephone and written follow-up from CDC headquarters to health departments during the 90-day period following entry into the United States.

## Project Grants - Health Programs for Refugees

CDC administers a grant program to help states and communities address refugee problems of public health significance, provide general medical screening to refugees, and identify other medical problems, particularly those which might affect the achievement of economic self-sufficiency. A total of $4.8 million is available for this purpose in FY '80. Funds will be allocated to the regional health administrators for award.

## National Disease Surveillance and Control

CDC conducts national disease surveillance to develop strategies to control tuberculosis, venereal disease, parasitic disease and immunizable childhood diseases (measles, mumps, rubella, polio, diphtheria, pertussis, and tetanus). Through grants and technical assistance to state and local health departments, CDC supports a variety of research, immunization, and other disease control programs.

## Relevant Publications

CDC periodically publishes statistical results of sample health assessments of Indochinese refugees in its weekly MMWR (Morbidity and Mortality Weekly Report). The August 24, 1979 issue (Vol. 28, No. 33) made treatment recommendations concerning significant infectious disease problems among refugees. The October 5, 1979 and November 2, 1979 issues (Vol. 28, Nos. 39 and 43), respectively, provided information regarding hepatitis and diphtheria. Other relevant issues include Vol. 28, Nos. 43, 46 and 48; and Vol. 29, Nos. 1, 4, 19, 20 and 29.

## c. HEALTH SERVICES ADMINISTRATION

### Contact Persons

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### The Program

Within HSA, two Bureaus have had significant involvement in providing health care services to Indochinese refugees: the Bureau of Medical Services and the Bureau of Community Health Services.

### The Bureau of Medical Services (BMS)

HSA has provided direct medical services to Indochinese refugees through the PHS hospitals and clinics administered by its Bureau of Medical Services. BMS operates eight general hospitals and 27 outpatient clinics nationwide. Each facility has been directed to offer assistance to state and local health departments in meeting the initial health needs of the refugees.

### Program Eligibility

There are no specific eligibility criteria that Indochinese refugees must meet in order to receive medical services at BMS facilities. These facilities, which normally provide direct health care only to certain legal beneficiaries of PHS (merchant seamen, for example), have been made available to Indochinese refugees on the basis of a June 15, 1979, directive from the Secretary of HHS (then HEW). The directive instructed all PHS hospitals and outpatient clinics to "offer assistance to state and local health departments and voluntary agencies in providing requisite health services to Indochinese refugees."

From August 1979 through March 1980, the BMS facilities have provided 8,184 outpatient visits (initial and follow-up) and 74 hospital admissions with 604 inpatient days.

During the same period, PHS personnel provided 6,469 outpatient visits at other facilities. BMS estimates outpatient visits at $41 per visit and inpatient days at $196 per day. Thus, the cost for these services would be $600,773 for outpatient visits and $118,384 for inpatient days, totaling $719,157.

The provision of these services during FY '79 was authorized under a reimbursement agreement between the Social Security Administration and the Public Health Service. This agreement was made under the authority contained in Section 601 of the Economy Act of 1932 (31 USC 686).

## Bureau of Community Health Services (BCHS)

BCHS focuses on the development of health service delivery to medically underserved areas and population groups and on the improvement and expansion of state or local systems of health care for mothers, children and adolescents. There are a variety of BCHS programs for which Indochinese refugees are eligible on the same basis as the general populace.

The major focus of the Community Health Centers program is the development of health services delivery and the support of ambulatory health care projects located in rural and urban medically underserved areas. Four criteria are taken into consideration in determining medical underservice:

- Infant mortality rate;
- Percentage of population 65 and older;
- Percentage of population below poverty level; and
- Physician-to-population ratio.

There are 872 Community Health Centers in this country, with the capacity to serve approximately 6.1 million people.

Two $300,000 Community Health Center grants have been awarded to the Hawaii State Department of Health, and to the Orange County Human Services Agency -- two areas with significant refugee populations. The Hawaii grant is targeted toward improving health services to all incoming immigrant groups, including substantial numbers of Indochinese refugees. The Orange County grant is targeted largely at Indochinese refugees.

The Maternal and Child Health Program is designed to extend and improve services to reduce infant mortality and promote the health of mothers and children, with primary emphasis on those living in economically depressed areas.

The National Health Service Corps recruits and places health professionals (primarily physicians and dentists) in critically underserved areas. Usually the areas have fewer than one primary care physician for every 3,500 persons.

## d. ALCOHOL, DRUG ABUSE, AND MENTAL HEALTH ADMINISTRATION

### Contact Person

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### The Program

The Alcohol, Drug Abuse, and Mental Health Administration (ADAMHA), through the National Institute of Mental Health, administers the Community Mental Health Center (CMHC) Program. There are approximately 547 Community Mental Health Centers throughout the country, designed to provide comprehensive, community-based, mental health services to underserved populations. The CMHCs and the Community Health Centers of the Bureau of Community Health Services have an interagency agreement to use each other's services in providing care to their clients. Alcohol and drug abuse programs, a part of ADAMHA, are also community-based.

In January 1980, ADAMHA hosted a consultation study with non-governmental mental health professionals and Indochinese community leaders who met and submitted recommendations to the Agency in the area of research, training, prevention and services. Follow-up activities in 1980 are expected to be as responsive as possible to the recommendations of this consultant group.

## PUBLIC HEALTH SERVICE

### (e.) HEALTH SERVICES FOR CUBAN AND HAITIAN ENTRANTS

/ Contact Persons /

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Regina el Arculli

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Health Screening and Immunization

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### (i.) Office of Refugee Health Affairs

The Office of Refugee Health Affairs (ORHA) operates within the Office of International Health in the Office of the Surgeon General. The ORHA has the responsibility for coordinating all Public Health Service (PHS)-supported health programs for Cuban and Haitian entrants. In this regard, it works closely with all PHS agencies involved in entrant health care. The ORHA also maintains an office in the Department of Health and Human Services' Office of Refugee Resettlement to facilitate the coordination of PHS-supported health activities with other HHS resettlement programs.

### (ii.) Medical Screening and Services at Processing Centers and Resettlement Camps

Since the Public Health Service has statutory responsibility to protect the U.S. population from communicable diseases associated with the entry of people into this country, PHS provides health screening and immunization for Cuban and Haitian arrivals. PHS also has statutory responsibility for the health care of aliens under Immigration and Naturalization Service custody, and therefore provides physical and mental health care services to Cuban and Haitian entrants at the resettlement camps. The Supplemental Appropriations and Rescission Act of 1980 (Public Law 96-304), enacted on July 8, 1980, appropriated $36 million for these activities.

### (iii.) Physical and Mental Health Care Outside Resettlement Camps

#### ORR Medical Assistance

The Office of Refugee Resettlement (ORR), Department of Health and Human Services, reimburses states for medical assistance for Cuban and Haitian entrants after they leave the processing centers or resettlement camps, and are placed with sponsors or reunited with their families. For a description of the ORR medical assistance program for Cuban and Haitian entrants, see pg. 95F.

#### Community Health Centers

Community Health Centers (CHC's) are funded and operated by the Bureau of Community Health Services (BCHS), in the Health Services Administration. The major focus of the CHC's is the development of health services delivery and the support of ambulatory health care projects in medically underserved areas. There are 872 Community Health Centers in the U.S. with the capacity to serve approximately 6.1 million people.

Cuban and Haitian entrants are eligible to receive CHC services. The Public Health Service has awarded supplemental grants to CHC's in heavily-impacted areas, primarily the States of Florida, New Jersey and New York.

## The Maternal and Child Health Program

The Maternal and Child Health Program is operated by BCHS and is designed to reduce infant mortality and promote the health of mothers and children, with primary emphasis on those living in economically depressed areas. The program is operated through state maternal and child health agencies and has assisted Cuban and Haitian entrants.

## Community Mental Health Centers

The Alcohol, Drug Abuse and Mental Health Administration, through the National Institute of Mental Health, administers the Community Mental Health Centers (CMHC) program. There are approximately 547 CMHC's located throughout the country, designed to provide comprehensive, community-based, mental health services to underserved populations. Cuban and Haitian entrants are eligible to receive CMHC services.

## Relevant Publications

Center for Disease Control publishes the Morbidity and Mortality Weekly Report; the issues of May 16, 1980 (Vol. 29, No. 19) and June 6, 1980 (Vol. 29, No. 22) reported on the "Health Status of the Cuban Refugees". The July 18, 1980 (Vol. 29, No. 28) issue provided a "Follow-up on the Health Status of the Cuban Refugees".

## 4. THE DEPARTMENT OF HEALTH AND HUMAN SERVICES' DEVELOPMENT OF PROGRAM REGULATIONS

Contact Person

Dennis Gallagher
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Department of Health and Human Services
Office of Refugee Resettlement
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(202) 426-6510

The Refugee Act of 1980 mandates, in general statutory terms, many changes in major aspects of ORR's program. For example, Section 412(a) (b) of the Immigration and Nationality Act (as added by the Refugee Act of 1980) requires states to:

- Submit a state plan to the Director of ORR that provides details of the state's program for delivering assistance and services funded by ORR;
- Meet standards, goals, and priorities developed by the Director of ORR; and
- Submit an annual report, after the end of each fiscal year, on the use of state-administered resettlement funds.

The statutory requirements for a "State Plan" prompted ORR to propose regulations for Refugee Resettlement Program Plans and Reporting Requirements for states in the Federal Register, Vol. 45, No. 103, Tuesday, May 27, 1980.

As with normal procedure, the public had 30 days after the proposed regulations were published in the Federal Register, to submit written comments on them. Approximately 50 written comments were received by ORR before June 26, 1980 (the closing date). The regulations were then submitted to the Office of the Secretary of Health and Human Services for approval. After approval by the Secretary, the Regulations were finalized and distributed. (Federal Register, Vol. 45, No. 176, Rules and Regulations, September 9, 1980.)

Over the next year, it is expected that all major aspects of the ORR program (cash assistance, medical assistance, social services and training, grant procedures, etc.) will be under review. ORR has carried out consultations with parties (public and private) concerned with, or affected by, the proposed regulations. A Notice of Proposed Rulemaking will appear in future publications of the Federal Register. Additional consultations will occur both before the proposed rules and regulations are printed in the Federal Register and after they are finalized. There is generally a 60-day period after the proposed regulations are printed in the Federal Register for written comments from the public.

In addition to extensive consultations and the reception of written comments, ORR plans to have meetings in Washington, D.C. and through regional offices to increase public participation in the formulation of resettlement regulations.

## 5. THE ROLE OF STATE GOVERNMENTS IN REFUGEE RESETTLEMENT

State governments play two primary roles with regard to refugee resettlement in the United States:

- The planning and management of the cash assistance, medical assistance, and social service programs for Americans (including refugees) under federal and state laws and guidelines; and
- Coordination of federal and state programs with other public and private sector resettlement programs in the state.

The U.S. systems for cash assistance, medical assistance and social services are administered through state and local governments for qualified persons. The Office of Refugee Resettlement (ORR) establishes eligibility criteria for cash and medical assistance to refugees, although actual payment standards are set by each state. Social services may be provided directly to refugees by state agencies or through state contracts with local public or private, non-profit providers.

While the costs of these programs are normally shared by the federal and state governments, in the case of persons legally admitted as refugees, the Refugee Act of 1980 provides that the federal government reimburse the states for 100% of cash and medical assistance programs for the first three years' residency of each refugee. Social service costs are 100% reimbursable without regard to duration of residence.

Since initiation of the Indochina Refugee Assistance Program in 1975, state governments have played a key role in planning and delivering services to refugees after arrival. During this period the federal government has recognized the need for intensive

English language and employment programs to supplement the work of voluntary resettlement agencies and local sponsors. It has been the role of the separate states to plan and manage these specific services, as well as to coordinate other state-managed programs with private sector activities. (The specific services provided through the states under federal guidelines are outlined in the sections of this book describing each particular program.)

In addition, under 1980 HHS/ORR regulations, it is now the responsibility of the states to:

(1) Submit for ORR approval an annual plan for refugee services;

(2) Charge a state employee, designated by the Governor or the appropriate State Legislative authority, with the responsibility and authority to ensure coordination of public and private resources in refugee resettlement;

(3) Establish and specify the composition of a state-wide advisory council to review amendments to the state plan.

(See Section V B(6), "Plan and Reporting Requirements for States.")

Under the new HHS/ORR regulations, "State Coordinators" were to be designated by October 1, 1980. A list of state coordinators will be included in a supplement to the Resource Book. In the interim, readers may contact the ORR Regional Directors (see Appendix D) for appropriate state contacts.

## 6. REFUGEE RESETTLEMENT PROGRAM PLAN AND REPORTING REQUIREMENTS FOR STATES

Contact Person

Dennis Gallagher
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On September 9, 1980, the Office of Refugee Resettlement published in the Federal Register (Vol. 45, No. 176) final program regulations entitled "Refugee Resettlement Program; Plan and Reporting Requirements for States." These rules set forth the requirements states must meet in order to receive federal reimbursement for refugee services under Title IV of the Immigration and Naturalization Act, as amended by the Refugee Act of 1980. Section 400.5 of the rules describes the following contents to be included in the state plans:

(a) The designation of a state agency responsible for developing the plan, and administering or supervising the administration of the plan;

(b) How the state will encourage effective refugee resettlement as quickly as possible, through effective use of cash assistance, medical assistance, and support services;

(c) How the state will ensure that language, training and employment services are made available to refugees receiving cash assistance, as well as to other refugees. This should include state efforts to actively encourage refugee registration for employment services;

(d) Identify an individual designated by the Governor or the appropriate legislative body of the state, and who is employed by the state, with the title of "State Coordinator," to have the responsibility and authority to ensure coordination of public and private resources in refugee resettlement;

(e) How the state will provide for the care and supervision of, and the legal responsibility for, unaccompanied minor refugee children in the state;

(f) How the state will provide for and describe the procedures established to identify refugees who, at the time for resettlement in the state, are determined to have medical conditions requiring, or medical histories indicating a need for, treatment or observation, and the monitoring of any necessary treatment or observation;

(g) Specify the composition of the state advisory council, established in accordance with the requirements of Section 400.9, and describe how the state will ensure that the Council is organized and operating by January 1, 1981;

(h) How the state will provide that assistance and services funded under the plan will be provided to refugees without regard to sex, or political opinion; and

(i) How the state will comply with the provisions of Title IV of the Act, official issuances of the Director, and all applicable regulations, and will amend the plan as needed to comply with standards, goals, and priorities established by the Director.

Changes in the content or administration of the plan must be reviewed by the Governor or his or her designee (Section 400.7), and then submitted to ORR in the form of an amendment (Section 400.6).

The state advisory councils are to be comprised of no less than five nor more than 25 members who live in the state, and who are (1) refugees eligible to benefit from services under the plan, (2) representatives from local government, voluntary resettlement organizations, service providers, and other private organizations and individuals. Members are to be appointed for one year (Section 400.9).

Reporting requirements (Section 400.10) include:

1. Documentation of services and assistance provided, including identification of individuals;
2. Records on the progress and status of unaccompanied minor refugee children, including the last known address of parents; and
3. Documentation that necessary medical follow-up and monitoring have been provided.

In addition to statistical or programmatic information required by the Act, Section 400.10 (c) requires states to submit an annual performance report and an annual financial status report on the uses of funds received and administered by the state by December 31 of each year for expenditures in the fiscal year ending the previous September 30.

Except for purposes "directly connected with the administration of the program," Section 400.11 requires the states to ensure that no information about, or obtained from, an individual and in the possession of any agency providing assistance or services to such individual under the plan, will be disclosed in a form identifiable with the individual without the individual's consent, or if the individual is a minor, the consent of his or her parent or guardian.

## DEPARTMENT OF EDUCATION

## INTRODUCTION

Two offices of the Department of Education administer programs of particular importance in meeting the needs of refugees and Cuban and Haitian entrants: the Office of Bilingual Education and Minority Languages Affairs, and the Office of Vocational and Adult Education.

The programs of special relevance to refugees and Cuban and Haitian entrants administered by the Office of Bilingual Education and Minority Languages Affairs are:

- The "Transition Program for Refugee Children", which provides Federal assistance to meet the special educational needs of refugee children enrolled in elementary and secondary schools.
- Programs of "Elementary and Secondary Bilingual Education", which are intended to meet the needs of students with limited English proficiency.
- The "Bilingual Vocational Education Programs," which provide bilingual vocational training for persons of limited English speaking ability who are unemployed or under-employed.
- The "Educational Services for Cuban/Haitian Entrant Children Program," which is modeled on the "Transition Program for Refugee Children," and provides special funding to elementary and secondary schools in which Cuban and Haitian children are enrolled.

* * *

- In addition, the Office of Bilingual Education and Minority Languages Affairs and the National Institute of Education provide funding for the "National Clearinghouse for Bilingual Education", which serves as the national information center for bilingual education.

Office of Vocational and Adult Education programs of special relevance to refugees and Cuban and Haitian entrants are:

- The "Adult Education Programs for Immigrants and Indochinese Refugees", which provide Federal assistance to operate special adult education projects for immigrants and refugees, in order to help them obtain the basic educational and occupational skills necessary to increase employability and to function in American society.
- The "State Administered Vocational Education Programs", which include special programs and services designed to enable disadvantaged persons, including persons of limited English speaking ability, to succeed in a vocational education program.
- The "Adult Education Program for Cuban/Haitian Entrants",which is modeled on the "Adult Education Programs for Immigrants and Indochinese Refugees," and which funds special adult education projects to provide English language training and basic employment skills to Cuban and Haitian entrants.

The Department of Education also funds the "Indochinese Materials Center":

- The "Indochinese Materials Center" assists in the national distribution of published materials that help with the education and resettlement of Indochinese refugees.

Programs under the Office of Bilingual Education and Minority Languages Affairs are described below in section 1, pages 140 - 149E; programs administered by the Office of Vocational and Adult Education are described in section 2, pages 149F - 149M; the Indochinese Materials Center is described in section 3, pages 149N and 150.

The "Educational Services for Cuban/Haitian Entrant Children Program" and the "Adult Education Program for Cuban/Haitian Entrants" are described in section 5, pages 150A - 150F. (Section 5, entitled "Cuban/Haitian Entrant Programs," formed part of the first Update to the Refugee Resettlement Resource Book.)

A description of the "Refugee Education Assistance Act of 1980", which authorizes several programs to meet the educational needs of Cuban and Haitian refugees (including Cuban and Haitian entrants) and Indochinese refugee children, is found in section 6, pages 150G - 150I (also part of the first Update).[*/] The Act also contains the Fascell-Stone Amendment, which authorizes for Cuban and Haitian entrants the same assistance available for refugees under the Immigration and Nationality Act, as amended by the Refugee Act of 1980.

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[*/] Appropriations to fund these programs have not been made by the Congress as of June, 1981.

## 1. OFFICE OF BILINGUAL EDUCATION AND MINORITY LANGUAGES AFFAIRS

### / Contact Persons /

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Chief, Refugee Children
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Affairs
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Bilingual education is an educational program designed to allow students to learn academic concepts in their native language while they learn a second language. Bilingual programs in the United States are primarily designed for students whose native language is other than English. Such programs allow students to continue their cognitive and linguistic growth in their first language while acquiring English as a second one.

The Bilingual Education Act (Title VII of the Elementary and Secondary Education Act of 1965, as amended by the Education Amendments of 1978) authorizes Federal financial assistance for bilingual education programs. The act authorizes the establishment, operation, and improvement of bilingual education programs, as well as training of bilingual education personnel. The Office of Bilingual Education and Minority Languages Affairs (OBEMLA) currently administers fourteen Federal programs supportive of bilingual education.[*/]

OBEMLA's bilingual education programs of particular relevance to the needs of refugees (including Cuban and Haitian entrants) are described in sections "a." through "c." below. Section "d." describes the National Clearinghouse for Bilingual Education. (The Educational Services for Cuban and Haitian Entrant Children Program is described on page 150A.[**/])

## Relevant Publications

"The Bilingual Education Act" (Title VII of the Elementary and Secondary Education Act of 1965, as amended by the Education Amendments of 1978). Available in pamphlet form from the National Clearinghouse for Bilingual Education, 1300 Wilson Boulevard, Suite B2-11, Rosslyn, Virginia 22209.

The Bilingual Education Act: A Legislative Analysis. Arnold H. Leibowitz, National Clearinghouse for Bilingual Education, Rosslyn, Virginia.

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[*/] Several of these programs were mandated by legislation other than the Bilingual Education Act. Other authorizing legislation includes The Refugee Act of 1980 (Public Law 96-212) and the Vocational Education Act of 1963, as amended by the Education Amendments of 1976 (Public Law 94-482).

[**/] The section on Educational Services for Cuban and Haitian Entrant Children formed part of the first Update to the Resource Book.

## a. TRANSITION PROGRAM FOR REFUGEE CHILDREN

/ Contact Person /

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### The Program

The Transition Program for Refugee Children provides supplementary educational assistance to meet the special educational needs of refugee children who are enrolled in public and non-profit private elementary and secondary schools. This program was developed by the Department of Education in cooperation with the Office of Refugee Resettlement in HHS. The Department of Education administers the program through the Refugee Children Assistance Staff in the Office of Bilingual Education and Minority Languages Affairs. Funds for the program are provided under an interagency agreement between the Department of Education and HHS.

Grants under this program are made to state educational agencies (SEA's) based on formulas applied to the number of eligible children in the state.[*/] Using similar formulas, SEA's award subgrants to local educational agencies (LEA's) that request funds to serve eligible children within their jurisdictions. If an LEA does not apply for a subgrant to serve eligible children in schools within its jurisdiction, an SEA may provide services directly, or may arrange for the provision of services through subgrants, contracts, or cooperative agreements with various public or private non-profit agencies (including institutions of higher education).

Under these "State Administered Programs," the following services may be provided:

(1) Supplemental educational services -- with emphasis on instruction to improve English language skills.

(2) Up to 15% of the award to a given SEA may be used to provide support services, including: in-service training for educational personnel; training for parents of eligible children designed to enable these parents to participate more effectively in the education of their children; and school counseling and guidance services for eligible children.

(3) Up to one percent of the total funds an SEA receives may be used to cover administrative costs and to provide technical assistance to subgrantees or other agencies which are providing services. (This cost may not exceed $200,000.)

## Program Eligibility

Persons eligible for services under this program are refugees or asylees, admitted into or allowed to remain in this country under authority of the Immigration and Nationality Act.[**/]

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[*/] For FY '81 funding under this program, the closing date for receiving SEA applications was February 16, 1981. Notifications of grant awards were sent to SEA's on March 23, 1981. SEA's in 48 states and the District of Columbia received awards.

[**/] A more detailed statement of these criteria may be found in the Federal Register, Vol. 46, No. 9, January 14, 1981, pg. 3381.

These individuals must also be within the age range for which the applicable state is required or permitted, under state law, to provide free public elementary and secondary education.

## Number of Refugees in the Program

SEA's applying for assistance under the Transition Program for Refugee Children were required to count the number of children eligible under this program as of January 19, 1981, and to report this information as part of their application for funding. The number of children counted was 137,169. Of this number, approximately 81% are Indochinese; 19% are from other parts of the world, including the Soviet Union, Nicaragua and Ethiopia.

## Authorizing Legislation

Authority for this program is contained in Section 412(d) (1) of the Immigration and Nationality Act, as amended by the Refugee Act of 1980 (Public Law 96-212).

## Budget

Under an interagency agreement, HHS transferred $23.6 million to the Department of Education from its FY '80 supplemental budget for the operation of this program. (These funds were made available for expenditure by the Department of Education until March 31, 1981.)

For FY '81, HHS has been appropriated $44 million for this program, to be transferred to the Department of Education.

## Information Dissemination and Relevant Publications

Regulations and supplementary information on this program appear in the Federal Register, Vol. 46, No. 9, January 14, 1981, "Department of Education, Office of Bilingual Education and Minority

Languages Affairs, 34 CFR Part 538, Transition Program for Refugee Children", pgs. 3378-3387. The invitation for grant applications under this program appears on pgs. 3264-3265. (Grant awards under this program were made on March 23, 1981,to 48 states and the District of Columbia.)

## b. ELEMENTARY AND SECONDARY BILINGUAL EDUCATION

### / Contact Persons /

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### The Program

Through the Office of Bilingual Education and Minority Languages Affairs, the Department of Education provides Federal financial assistance to local educational agencies (LEA's), state educational agencies (SEA's), institutions of higher education (IHE's), and non-profit, private organizations (NPO's) to establish bilingual education projects (including support services such as teacher training programs and curriculum development projects) to meet the special educational needs of students with limited English proficiency. Individual projects specialize in different languages and in the learning needs of different ethnic and minority communities. A large number of these projects serve the educational needs of various refugee populations, as well as Cuban and Haitian entrants.

Funding is available for the following six types of projects:

- Basic Projects. Discretionary grants are awarded to LEA's to establish, operate or improve programs of bilingual education at the elementary and secondary school levels.

- Training Projects. The goal of the training projects is to train teachers in the methods and techniques of bilingual education. Discretionary grants are awarded to LEA's, SEA's, IHE's and NPO's to provide degree-oriented inservice training to meet the shortage of qualified bilingual education personnel.

- Fellowship Programs. Fellowships are provided to full-time graduate students who are preparing to become trainers of teachers for bilingual education.

- Materials Development Projects. Discretionary grants are awarded to LEA's or IHE's to develop instructional and testing materials for use in programs of bilingual education and in bilingual education training programs. Various projects have been involved in the development of bilingual instructional material in the following languages: Cambodian, Lao, Hmong, Vietnamese, Spanish, Haitian/Creole, Chinese, and Russian.

- Bilingual Education Service Centers. These centers provide training and other services to bilingual education programs (and to bilingual education training programs) within designated geographical areas.*/

- Evaluation, Dissemination and Assessment Centers. These centers assist bilingual education programs (including training programs) within designated geographical areas in evaluating and disseminating bilingual education materials.*/

## Number of Projects Serving Refugees and Cuban and Haitian Entrants

Of 551 Basic Projects (see above) funded in FY '81, 402 provided services to individuals speaking Spanish; 42, Vietnamese; 33, Chinese (Cantonese and/or Mandarin); 20, Haitian/Creole; 18, Lao; 12, Cambodian; 7, Hmong and 6, Russian.

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*/ To locate the Service Centers or Evaluation, Dissemination and Assessment Centers in a given area, contact the National Clearinghouse for Bilingual Education at their toll-free number, (800) 336-4560.

Of 167 Training Projects (see above) funded in FY '80,[*/] 140 used Spanish; 17, Chinese (Cantonese and/or Mandarin); 16, Vietnamese; 10, Haitian/Creole; 4, Cambodian; 3, Hmong; 2, Lao, and 2, Russian.

## Program Mandate/Authorizing Legislation

Title VII of the Elementary and Secondary Education Act of 1965, as amended by the Education Amendments of 1978 (Public Law 95-561).

## Information Dissemination

Information on these programs appears in the Federal Register (Vol. 45, No. 67, April 4, 1980), "Department of Health, Education and Welfare, Office of Education, Bilingual Education Program".

Additional information can be obtained from the National Clearinghouse for Bilingual Education (see pg. 149D of this section).

## Relevant Publications

Information materials concerning Cambodian, Hmong, Lao, and Vietnamese bilingual programs are produced and periodically updated by the National Clearinghouse for Bilingual Education, Rosslyn, Virginia (see pg. 149E of this section).

"Guide to Title VII ESEA /Elementary and Secondary Education Act/ Bilingual Education Programs 1979-80", published by the National Clearinghouse for Bilingual Education, Rosslyn, Virginia.

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[*/] FY '81 funding has not yet been announced.

## c. BILINGUAL VOCATIONAL EDUCATION

/ Contact Person /

Richard H. Naber
Program Manager
Bilingual Vocational Training Programs
Office of Bilingual Education and
Minority Languages Affairs
U.S. Department of Education
Reporters Building - Room 421
400 Maryland Avenue, SW
Washington, DC 20202
(202) 245-2600

### The Program

The purpose of Bilingual Vocational Training Programs is to provide vocational training for persons of limited English-speaking ability who are unemployed, or under-employed, and are unable to benefit from vocational training programs conducted entirely in English. The goal is to help people improve their job-related English ability at the same time that they are learning an occupational skill -- so that by the time they have completed the training program, they have both the language and vocational skill needed to succeed at a job. The program is administered by the Department of Education's Office of Bilingual Education and Minority Languages Affairs.

The legislation which authorizes this program (the Vocational Education Act of 1963, as amended by the Education Amendments of 1976) requires that 65% of the funds appropriated for the program be used for bilingual vocational training grants, 25% for bilingual vocational instructor training, and 10% for the development or improvement of instructional materials, methods and techniques. Following are descriptions of the grant and contract programs authorized in each of those three areas:

- The Bilingual Vocational Training Program provides funds to establish or maintain bilingual vocational training programs in local communities. Eligible applicants for grants or contracts include state agencies, local educational agencies (LEA's), post-secondary educational institutions, private non-profit vocational training institutions, non-profit educational or training organizations created to serve groups whose language is other than English, and private for-profit agencies and organizations. As part of the application process, copies of applications are submitted to the appropriate State Board for Vocational Education for comment. Ten projects have been funded in FY '81,*/ with grant awards ranging from $106,000 to $367,000. The languages of instruction include Spanish, Cambodian, Chinese, Lao, and Vietnamese.

- The Bilingual Vocational Instructor Training Program provides funds to meet the need for instructors who possess both the vocational knowledge and the bilingual capabilities required for vocational training of individuals with limited English-speaking ability. Eligible applicants for grants to establish instructor training programs include state agencies, public and private non-profit educational institutions, and private for-profit educational instituions. The applicant institution must have an ongoing vocational training or vocational education program. Four projects have been funded in FY '81,*/ with grant awards ranging from $129,000 to $226,000. The languages of instruction include Spanish, Chinese, Vietnamese and French/Creole.

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*/ These funds were appropriated by Congress in FY '80; project grants and contracts were awarded in FY '81.

- The Bilingual Vocational Instructional Materials, Methods and Techniques Program provides contracts to develop and test instructional materials and to encourage research programs and demonstration projects in bilingual vocational training. Generally only one or two competitive awards are made each year. Contracts may be awarded to states, public or private educational institutions, non-profit organizations, or private for-profit organizations and individuals.

### Program Eligibility

While refugees are not mentioned specifically in the legislation or regulations, those who are not enrolled in a school, have limited English proficiency, and who wish to find, change or advance in employment, may participate in a Bilingual Vocational Training program.

### Program Mandate/Authorizing Legislation

The Vocational Education Act of 1963 (Title I, Part B, Subpart 3, Sections 181-189B), as amended by the Education Amendments of 1976.

### Budget

The Bilingual Vocational Training Program received an appropriation of $1,820,000 in FY '79, and $3,120,000 in FY '80.[*/] The appropriation for the Bilingual Vocational Instructor Training Program was $700,000 in FY '79, and $1,200,000 in FY '80. The Bilingual Vocational Materials, Methods and Techniques Program received $280,000 in FY '79, and $480,000 in FY '80.

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[*/] The FY '80 funds listed in this paragraph were used to fund programs in FY '81.

## Relevant Publications

Information Packet for Bilingual Vocational Programs. National Clearinghouse for Bilingual Education, 1300 Wilson Boulevard, Suite B2-11, Rosslyn, Virginia 22209. (Toll Free number: (800) 336-4560)

Federal Register. Vol. 42, No. 191, October 3, 1977, "Chapter I -- Office of Education, Department of Health, Education, and Welfare, State Administered Programs and Commissioner's Discretionary Programs"; Federal Register. Vol. 45, No. 66, April 3, 1980, Part 105.606, "Selection Criteria for Bilingual Vocational Training", and Part 105.616, "Selection Criteria for Bilingual Vocational Instructor Training."

## d. NATIONAL CLEARINGHOUSE FOR BILINGUAL EDUCATION

/ Contact Person /

Harpreet Sandhu
National Clearinghouse for Bilingual Education
1300 Wilson Boulevard
Suite B2-11
Rosslyn, Virginia 22209

Toll-free Hotline: (800) 336-4560

In the Washington, DC Metropolitan Area: (703) 522-0710

### The Program

The National Clearinghouse for Bilingual Education (NCBE), operated by InterAmerica Research Associates, Inc., serves as the national information center in the field of bilingual education. NCBE is funded jointly by the National Institute of Education and the Office of Bilingual Education and Minority Languages Affairs, U.S. Department of Education.

The purposes of the Clearinghouse are to provide information services to bilingual educators through its reference and referral activities; to develop and make available information products to educators, researchers, and others interested in bilingual education; to coordinate information among Federally and state funded entities in the bilingual field; to maintain a computerized database to ensure effective processing, retrieval, and dissemination of information; and to coordinate information gathering and processing among bilingual education programs. NCBE areas of activity include:

- Toll-free Hotline. Information specialists provide immediate or written answers to inquiries about any aspect of bilingual education.

- Information Products. NCBE produces and distributes materials which address the needs of teachers, administrators, and others involved in the bilingual education field. A list of NCBE publications is available upon request. FORUM, a monthly newsletter, contains articles and news items concerning bilingual education, and is distributed free of charge.

- On-line Search Services. NCBE has created a computerized database designed to provide current information on bilingual education and related topics. In addition to its own database, the Clearinghouse has access to over eighty databases throughout the country. NCBE's own database includes bibliographic citations (accompanied by abstracts), as well as names and addresses of Federal agencies, professional organizations, publishers, and a large number of individuals involved in bilingual/bicultural education. NCBE's search services are available at a nominal fee.

- A computerized information network. The Clearinghouse has also established a Bilingual Education Telecommunications Network (BETNET), which provides direct access to the NCBE database, as well as to a computerized job bank, an electronic message transferring system, and an online "newsletter" which enables news and information on bilingual programs and resources to be communicated rapidly to bilingual educators throughout the country. NCBE should be contacted for information regarding participation in BETNET.

- Field Representatives. NCBE field representatives, working in cooperation with selected Bilingual Education Service Centers,*/ provide direct services to meet local and regional needs.

## Relevant Publications

NCBE has produced information materials listing publications and services to assist Cambodian, Hmong, Lao, Vietnamese and other refugees. Packets of up to three titles are available free of charge; additional titles and multiple copies of any one title may be obtained for $2.00 each.

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*/ Bilingual Education Service Centers are discussed on pg. 147.

## 2. OFFICE OF VOCATIONAL AND ADULT EDUCATION

### / Contact Person /

Dr. Robert Worthington
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Office of Vocational and Adult Education
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### The Program

The Office of Vocational and Adult Education works with state and local agencies to support and improve programs related to employment preparation, adult learning, and community education. It also attempts to ensure equal access to employment-related adult learning and community education programs, and to provide a unified approach to vocational and adult education in rural areas.

The Office of Vocational and Adult Education administers three programs of particular relevance to the needs of refugees:

- Adult Education Program for Adult Immigrants
- Adult Education Program for Indochina Refugees
- State Administered Vocational Education Programs

These programs are described in sections "a." and "b." below. (The Adult Education Program for Cuban/Haitian Entrants, which is also administered by the Office of Vocational and Adult Education, is described on page 150E.*/)

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*/ The Adult Education Program for Cuban/Haitian Entrants section formed part of the first Update to the Resource Book.

## a. ADULT EDUCATION PROGRAMS FOR IMMIGRANTS AND INDOCHINESE REFUGEES

/ Contact Person /

Gerald Randall
Chief, National Adult Education Program
Division of Adult Learning
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Washington, DC 20202
(202) 245-3120

### The Program

The Adult Education Program for Adult Immigrants and the Emergency Adult Education Program for Indochina Refugees provide Federal assistance to operate special adult education projects for immigrants and refugees, in order to assist those individuals in obtaining the basic educational and occupational skills necessary to increase employability and to function in American society. (The Adult Education Program for Adult Immigrants is designed to include refugees as well as immigrants.*/) Both programs are operated by the Office of Vocational and Adult Education's Division of Adult Learning. Congress appropriated $2.5 million for each program in FY '80; these monies are being used to fund programs in 1981.

Only state educational agencies (SEA's) and local educational agencies (LEA's) are eligible for grants to operate adult education projects for Indochinese refugees. The $2.5 million appropriated for adult education projects for Indochinese refugees has been used to fund fifteen projects for the period January 1 - December 31, 1981. SEA's, LEA's and non-profit organizations are eligible for grants and contracts to operate adult education projects for immigrants. A request for proposals for adult education projects for immigrants was issued on April 3, 1981; the closing date for receipt of proposals was May 18, 1981. Awards under both programs may be used for:

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*/ A special Adult Education Program for Cuban/Haitian Entrants is described on pg. 150E.

- Programs of instruction that include English-as-a-second language, basic reading, mathematics, the promotion of language and literary skills, and the development and enhancement of consumer, social, survival, occupational, and communications skills.
- Adult occupational education programs operating in conjunction with existing programs, particularly programs authorized under the Comprehensive Employment and Training Act of 1973 (CETA), or under the Vocational Education Act of 1963, as amended.*/
- Combined occupational/adult education programs, in localities where occupational skills programs are otherwise unavailable or insufficient.
- Programs providing educational support services, including, but not limited to:
    (1) tutoring (in the case of geographically isolated immigrants or refugees)
    (2) guidance and counseling with regard to educational, career, or employment opportunities (including job placement and job follow-up services).
- Any combination of the types of programs described in the above paragraphs.

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*/ A number of CETA programs of particular relevance to refugees are described on pgs. 154-164. The Bilingual Vocational Training Program, authorized under the Vocational Education Act of 1963, as amended, is described on pgs. 149-149C.

## Program Eligibility

Any immigrant or refugee, age 16 or older, is eligible to participate in these programs.*/ In addition, a limited number of adults other than immigrants or refugees are allowed to participate in these programs. Federal regulations mandate, however, that the participation of non-refugees or non-immigrants must not result in a reduction in the quality or quantity of services to the target population.

## Number of Refugees in the Program

Approximately 8,540 Indochinese refugees are currently being served by the fifteen projects funded for 1981 through the Emergency Adult Education Program for Indochina Refugees.

Contract awards to operate projects under the Adult Education Program for Adult Immigrants will not be announced until the end of June, 1981, hence figures on the number of individuals in the program are not yet available.

## Program Mandate/Authorizing Legislation

Section 317 ("Emergency Adult Education Program for Indochina Refugees") of the Adult Education Act (Public Law 91-230), as amended by Section 1312 of the Education Amendments of 1978 (Public Law 95-561).

Section 318 ("Adult Education Program for Adult Immigrants") of the Adult Education Act (Public Law 91-230), as amended by Section 1313 of the Education Amendments of 1978 (Public Law 95-561).

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*/ The Federal Register, Vol. 45, No. 66, April 3, 1980, provides the details regarding program eligibility.

## Budget

$2.5 million was appropriated in FY '80 for the Emergency Adult Education Program for Indochina Refugees; $2.5 million was also appropriated in FY '80 for the Adult Education Program for Adult Immigrants. In both cases, these monies are being used to fund programs in 1981.

## Information Dissemination

Approximately 1,400 application packets for adult education projects for Indochinese refugees were distributed in the Spring of 1980 to SEA's and LEA's which had previously applied for an adult education program grant in FY '77. In addition, a request for proposals for this program appeared in the Federal Register on April 3, 1980. A request for proposals for adult education projects for immigrants appeared in Commerce Business Daily on April 2, 1981. Both programs have been described in detail in the Federal Register (see "Relevant Publications" below).

## Relevant Publications

Federal Register, Vol. 45, No. 66 (April 3, 1980) Part XVI, "Department of Health, Education and Welfare, Office of Education, Adult Education State-Administered Program and Commissioner's Discretionary Programs."

## b. STATE ADMINISTERED VOCATIONAL EDUCATION PROGRAMS

### / Contact Person /

Barbara Kemp
Education Program Specialist
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Department of Education
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(202) 245-0636

### The Program

The Vocational Education Act of 1963, amended by the Education Amendments of 1976, provides for the establishment of "State Administered Vocational Education Programs." The Act requires that 20% of the basic grant funds which the U.S. Department of Education provides to state vocational education agencies*/ under these state administered programs be earmarked for vocational education for disadvantaged persons (other than handicapped persons). The Education Amendments of 1976 specifically require that persons of limited English speaking ability be included under the 20% "set-aside" for disadvantaged persons. From this 20%, state vocational education agencies are required to allocate funds for limited English speaking persons (of all ages) according to the following formula: a minimum portion of the 20% must equal the ratio of limited English speaking individuals 15-24 years of age to the general population of the same age.

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*/ In many states these agencies are called State Departments of Vocational Education.

The purpose of the special 20% "set-aside" is to provide special programs and support services which will enable the disadvantaged persons (including persons with limited English speaking ability) to succeed in a regular vocational education program. Funding is provided for services including: bilingual instruction which is vocationally oriented; remedial academic instruction; language interpreters; teacher aids; staff orientation; and special materials and equipment. Since these funds are authorized for programs and/or services to both youth and adults, the instruction may be provided in secondary schools, post-secondary institutions (such as community colleges), and technical schools or colleges for adults who require occupational instruction.

Funds appropriated under the Department of Education's State Administered Vocational Education Program are allocated to state vocational education agencies (frequently called State Departments of Vocational Education), which in turn allocate the funds to local education agencies, post-secondary institutions, and public and private nonprofit institutions (including technical training institutes). The Vocational Education Act requires that all Federal funds for this basic grant program must be matched with state and/or local funds.

## Program Mandate/Authorizing Legislation

The Vocational Education Act of 1963, as amended by the Education Amendments of 1976 (Public Law 94-482).

## Budget

Congress appropriated approximately $680 million for State Administered Programs under the Vocational Education Act in FY '81. Of this amount, $136 million (20%) was earmarked for programs and services for disadvantaged persons.

An additional appropriation is authorized under the Vocational Education Act to pay the full cost of vocational education for disadvantaged persons living in areas where there are high concentrations of youth unemployment and a high rate of school dropouts. In FY '81, $14.954 million was appropriated for this purpose.

## Information Dissemination

Information about State Administered Vocational Education Programs for adults and youths may be obtained from local and/or state Departments of Vocational Education.

## Relevant Publications

Regulations and supplemental information concerning this program appeared in the Federal Register (Vol. 42, No. 191), October 3, 1977, "Chapter I - Office of Education, Department of Health, Education, and Welfare, State Administered Programs and Commissioner's Discretionary Programs".

"RESERGE '79", a manual for identifying, classifying and serving the disadvantaged and handicapped under the Vocational Education Amendments of 1976 (Public Law 94-482). Published by U.S. Department of Health, Education, and Welfare, Office of Education, 1979. This manual can generally be obtained through state and/or local Departments of Vocational Education.

## 3. INDOCHINESE MATERIALS CENTER

### / Contact Person /

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Director
Indochinese Materials Center
U.S. Department of Education
324 E. 11th Street, 9th Floor
Kansas City, Missouri 64106
(816) 374-2659

### The Program

The Indochinese Materials Center in Kansas City, Missouri, is funded by the U.S. Department of Education (through the Region VII Office of Educational Programs) to gather, maintain, and catalogue a collection of educational materials, curriculum guides, cross-cultural orientation materials, bilingual and ESL manuals, and other documents relevant to the teaching of Indochinese refugees. The Materials Center also collects and maintains supplementary materials and background information on Indochinese cultures and on problems and issues in domestic resettlement.

Each year the Center publishes and disseminates a "Bibliography of Materials on the Education and Resettlement of Indochinese Refugees," containing a comprehensive listing of the materials held in the Center's collection. Materials listed in the bibliography may generally be obtained from their orignal sources. In addition, the Center provides free copies of many of the supplementary materials listed in the bibliography to educators and others who request them. Approximately 200 different items are available.

(Only one copy of a document is provided; recipients may duplicate these materials as they wish.) A copy of the bibliography may be obtained free of charge by writing the Center.

The Center's collection of materials is accessible to the general public at the Dissemination Center of the U.S. Department of Education, 324 East 11th Street, Kansas City, Missouri, and is available for examination from 8:00 AM to 4:00 PM, Monday through Friday.

## DEPARTMENT OF EDUCATION

### 5. CUBAN/HAITIAN ENTRANT PROGRAMS

The Department of Education presently offers two special programs to serve the education needs of Cuban and Haitian entrants. These are described under sections (a.) and (b.) below. Section (6.) describes the programs authorized under the Refugee Education Assistance Act of 1980.

### a. Educational Services for Cuban and Haitian Entrant Children

/ Contact Person /

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Office of Bilingual Education and Minority Languages Affairs
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400 Maryland Avenue, SW
Washington, DC 20202
(202) 472-7177

#### The Program

The Educational Services for Cuban and Haitian Entrant Children Program provides supplementary educational assistance to meet the special educational needs of Cuban and Haitian entrant children who are enrolled in public and non-profit private elementary and secondary schools. The program is operated through grants provided under the Secretary of Education's Discretionary Fund, and is administered by the Office of Bilingual Education and Minority Languages Affairs, through its Refugee Children Assistance Staff.

Grants made in FY '81 all fall under "State Administered Programs".[*/] These grants are made to state educational agencies (SEA's) based on formulas applied to the number of eligible children in the state.[**/] Using similar formulas, SEA's award subgrants to local educational agencies (LEA's) that request funds to serve eligible children within their jurisdictions. In some cases, SEA's provide services directly, or arrange for the provision of services through subgrants, contracts or cooperative agreements with various public or private non-profit agencies (including institutions of higher education).

Under these State Administered Programs, the following services may be provided:

(1) Supplemental educational services -- with emphasis on instruction to improve English language skills.

(2) Up to 15% of the award to a given SEA may be used to provide support services -- including in-service training for educational personnel, training for parents of eligible children to enable them to participate more effectively in the education of their children, and school counseling and guidance services for eligible children.

(3) Up to one percent of the total funds an SEA receives may be used to cover administrative costs and to provide technical assistance to subgrantees or other agencies which are providing services. (This cost may not exceed $200,000.)

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[*/] No grants in FY '81 will be made under the "Development and Dissemination Projects Program".

[**/] For FY '81 funding under this program, the closing date for receiving SEA applications was February 16, 1981. Notifications of grant awards are scheduled to be sent to SEA's on March 19, 1981.

## Program Eligibility

Persons eligible for services under this program are "Cuban-Haitian entrants (status pending)" who entered the United States on or after November 1, 1979, and no later than October 10, 1980. These entrants must be within the age limits for which the applicable state is required or permitted, under state law, to provide free public elementary and secondary education.

## Information Dissemination

Final regulations and supplementary information on this program appear in the Federal Register, Vol. 46, No. 9, January 14, 1981, "34 CFR Part 539, Educational Services for Cuban and Haitian Entrant Children", pgs. 3387-3391.

The invitation for SEA applications for grants under the Educational Services for Cuban and Haitian Entrant Children Program was published in the Federal Register, Vol. 46, No. 9, January 14, 1981, "Educational Services for Cuban and Haitian Entrant Children Program", pgs. 3265-3266.

## Authorizing Legislation

The statutory authority for this program is Section 303 of the Elementary and Secondary Education Act, as amended by the Education Amendments of 1978 (Public Law 95-561). Section 303 authorizes a Discretionary Fund for use by the Secretary of Education.

## Budget

$7.7 million has been made available for grants to SEA's. These funds originate from an FY '80 supplemental appropriation. The closing date for the Federal government to receive applications from SEA's was February 16, 1981. Notifications of grant awards are scheduled to be sent to SEA's on March 19, 1981.

## b. Adult Education Program for Cuban/Haitian Entrants

### Contact Person

Bayard Clark
Education Program Specialist
Division of Adult Education
ROB-3, Room 5076
Department of Education
Washington, DC 20202
(202) 245-9760

### The Program

In FY '80, Congress appropriated $17.6 million to provide Federal funding for special adult education projects to provide English language training and basic employment skills to Cuban and Haitian entrants. The Adult Education Program for Cuban/Haitian Entrants is operated by the Division of Adult Education, which oversees contracts for projects with state educational agencies (SEA's), local educational agencies (LEA's), and other public or private nonprofit agencies or institutions.*/

Under the contract agreement, all projects are required to:

- Provide outreach activities and publicize the project to attract those adult entrants who are in need of basic educational and occupational skills;
- Perform an assessment of the educational, occupational, and related needs of the entrant population participating in the project;
- Provide intensive individualized and group instruction in literacy and life skills (in the English language);

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*/ The closing date for receipt of proposals for these projects was October 30, 1980. Notification of contract awards is expected to be made in March, 1981.

- Provide basic educational instruction in the context of the occupational and life goals of project participants; and,
- Establish linkages between the basic instructional program and other programs and activities designed to foster the development of occupational and related skills.

## Program Eligibility

Any "Cuban or Haitian entrant (status pending)", age 16 or older, is eligible to participate in this program.

State educational agencies (SEA's), local educational agencies (LEA's), and other public or private non-profit agencies or institutions are eligible for contracts to operate adult education programs for Cuban and Haitian entrants.

## Information Dissemination

Each adult education project is required to provide outreach activities and to publicize the project, in order to attract those adult entrants who are in need of basic educational and occupational skills.

## Program Mandate/Authorizing Legislation

Section 318 ("Adult Education Program for Adult Immigrants") of the Adult Education Act (Public Law 91-230), as amended by the Education Amendments of 1978 (Public Law 95-561).

## Budget

$17.6 million was appropriated by Congress in FY '80 for this program.

## 6. THE REFUGEE EDUCATION ASSISTANCE ACT OF 1980

/ Contact Persons /

Titles I-IV:

James H. Lockhart
Chief, Refugee Children
Assistance Programs
Office of Bilingual Education
and Minority Languages
Affairs
Department of Education
Reporters Building - Room 505
400 Maryland Avenue, SW
Washington, DC 20202
(202) 472-7177

Title V (Fascell-Stone Amendment):

Arthur P. Brill
Director, Public Affairs
Cuban/Haitian Task Force
1133 - 15th Street, NW
Washington, DC 20005
(202) 653-8600

The Refugee Education Assistance Act of 1980 (Public Law 96-422), signed into law on October 10, 1980, authorizes several programs of grants to states for the purpose of helping school districts meet the educational needs of Cuban and Haitian refugees (including entrants),*/ and Indochinese refugee children. The Act also contains the Fascell-Stone Amendment, which authorizes for Cuban and Haitian entrants the same assistance authorized for refugees under the Immigration and Nationality Act, as amended by the Refugee Act of 1980. As of March 1, 1981, Congress has only appropriated funds for programs authorized under the Fascell-Stone

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*/ The Refugee Education Assistance Act of 1980 defines" Cuban and Haitian refugees" as aliens who have fled from Cuba or Haiti and who - (A) on or after November 1, 1979 (1) have been admitted into the United States as refugees; (2) have been paroled into the U.S.; or (3) are applicants for asylum, or have been granted asylum, in the U.S.; or (B) are Cuban-Haitian entrants (status pending) who entered the United States on or after November 1, 1979.

Amendment (Title V); programs cannot be implemented for other titles until funds are appropriated.

The following is a description of major provisions of the Refugee Education Assistance Act of 1980, referred to by title:

- Title I, "General Provisions", includes definitions and guidelines for the allocation of appropriations.

- Title II, "General Assistance for Local Educational Agencies", authorizes payments to state educational agencies (SEA's) for each of the fiscal years 1981, 1982 and 1983,for the purpose of assisting local educational agencies (LEA's) in providing basic education for Cuban and Haitian refugee children.

- Title III, "Special Impact Assistance for Substantial Increases in Refugee Attendance", authorizes grants to SEA's for each of the fiscal years 1981, 1982 and 1983 to assist LEA's that meet the eligibility threshhold established in the legislation,in providing basic education for Cuban, Haitian and Indochinese refugee children. To be eligible for a subgrant, a school district's enrollment of Cuban, Haitian and/or Indochinese refugee children must be at least 500 students, or five percent of the total student enrollment, whichever number is smaller.

- Title IV, "Adult Education Programs", authorizes payments to SEA's for each of the fiscal years 1982 and 1983 to provide for the operation of adult education programs for Cuban and Haitian refugee adults aged 16 and older.

- Title V, "Other Provisions Relating to Cuban and Haitian Entrants", (also known as the Fascell-Stone Amendment) establishes that the President shall exercise authorities with respect to Cuban and Haitian entrants which are identical to the authorities which are exercised under Chapter Two of Title IV of the Immigration and Nationality Act.*/(These authorities relate to Federal assistance for refugee resettlement.) Title V also provides

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*/ The Immigration and Nationality Act was amended significantly by the Refugee Act of 1980.

> broad authorities for the mobilization of Federal resources by the President for the assistance of Cuban and Haitian entrants. The expression "Cuban and Haitian entrant" is defined in this subsection.

Proposed regulations for the "General Education Assistance for Cuban and Haitian Refugee Children Program" (covered under Title II), and the "Impact Assistance for Refugee Children Program" (covered under Title III) were published in the Federal Register (Vol. 46, No. 11) on January 16, 1981. Comments must be received by the Department of Education on or before March 17, 1981, after which time final regulations will be published.

## D. DEPARTMENT OF LABOR

### INTRODUCTION

Recent efforts by the Department of Labor (DOL) to increase and enhance refugee participation in its programs have been directed primarily toward Indochinese refugees, although all refugees are eligible for these programs.

A basic tenet of the Department of Labor's policy toward the assistance of Indochinese refugees has been that wherever possible, refugees should be encouraged to use existing programs and service systems to meet employment needs. In those cases where federal government programs are not meeting refugee needs, efforts should go toward making those programs more effective with the Indochinese population rather than toward designing new programs.

The Employment and Training Administration (ETA) has primary responsibility for Indochinese refugee participation in DOL programs. ETA encompasses a group of offices and services that have been established to implement certain work experience and work training programs. Among these responsibilities are:

- Funding and oversight of programs conducted under the provisions of the Comprehensive Employment and Training Act (CETA) of 1973, as amended;
- Supervision of the United States Employment Service (USES), and its affiliated State Employment Security Agencies (SESA); and
- Promotion of the Targeted Jobs Tax Credit Program (TJTC).

Wherever possible, refugee programs conducted by DOL and ETA have been coordinated with the programs of other federal departments and agencies.

## Relevant Publications

"Recommended Policy for Indochinese Refugee Employment and Training" (December 19, 1979). Prepared by Judy Sorum, Department of Labor.

Federal Register. Vol. 45, No. 99, Part IX. "Department of Labor: Employment and Training Administration; Comprehensive Employment and Training Act Regulations; Final Rule and Proposed Rule." (Tuesday, May 20, 1980).

Bibliography of ESL/Bilingual and Employment/Vocational Materials for Indochinese. Resource Consultants Incorporated, McLean, Virginia. (June 19, 1980).

## 1. COMPREHENSIVE EMPLOYMENT AND TRAINING ACT (CETA)

CETA's goal is to provide training and employment opportunities to increase the earned income of economically disadvantaged, unemployed, or under-employed persons. DOL allocates CETA funds by formula to approximately 473 "prime sponsors" that deliver the training and employment services. Prime sponsors are either of three groups:

(1) A unit of local government with a resident population of 100,000 or more;

(2) A consortium of local governments in which a unit of local government with a resident population of 100,00 or more joins with other local, smaller units of government; or

(3) The "balance-of-state," consisting of those areas of a state which are not part of (1) and (2) above.

Whereas the prime sponsors in groups (1) and (2) are usually located in the offices of mayors or county officials, in group (3) they are usually located in the office of the governor. Often the prime sponsors will sub-contract with private organizations for provision of training and employment services. Ten Employment and Training Administration regional offices help administer the program and monitor the prime sponsors.

Prime sponsors identify employment and training needs in their areas and plan and provide job training and other services to meet those needs to the extent that available CETA resources allow.

There is a great deal of variation among prime sponsors in exactly how the programs are carried out.

The Employment and Training Administration (ETA) has undertaken a two-part effort to enlist Indochinese refugee participation in CETA programs. The first part focuses on general Indochinese participation. The second part targets Indochinese refugee youths for CETA program involvement.

## a. GENERAL INDOCHINESE REFUGEE PARTICIPATION IN CETA PROGRAMS

### Contact Persons

| | |
|---|---|
| Gwen Zuares<br>Office of Regional Coordination<br>Department of Labor<br>610 D Street, NW<br>Room 10106<br>Washington, DC 20213<br>(202) 376-2550 | Randy Thurman<br>TEAM Associates<br>1625 I Street, NW<br>Suite 510<br>Washington, DC 20006<br>(202) 785-4966<br>(800) 424-2925 |

For names and addresses of DOL/ETA Indochinese Refugee Regional Coordinators, See Appendix F.

### The Program

To ensure that prime sponsors respond positively to Indochinese needs for employment and training services, ETA works to combine the efforts of prime sponsors, voluntary resettlement agencies and their local affiliates, HHS Title XX Program offices (usually state human resources agencies), refugee self-help organizations, and other service providers. TEAM Associates, a consulting firm in Washington, D.C., has been contracted to provide technical assistance on an as-needed basis to prime sponsors in communities with high Indochinese refugee populations.

ETA has provided guidance to all of its regional offices and CETA prime sponsors on the eligibility of Indochinese refugees for programs under the various titles of the Comprehensive Employment and Training Act Amendments of 1978, and their participation in such programs.

ETA has distributed a list of American Council of Voluntary Agencies affiliates to regional offices and prime sponsors, and has provided the voluntary agencies with lists of CETA prime sponsors and literature on the CETA programs. Further, local ETA agencies are encouraged to coordinate their programs with other local public agencies and private organizations providing resettlement services, in order to determine how existing employment and training resources could be of assistance in their efforts.

Local programs have been adapted to meet specific refugee needs by adding services such as ESL and orientation. Where needed, TEAM Associates provides such assistance as translation services, cultural awareness training, ESL instruction training, and location of bilingual persons to be hired as staff. TEAM Associates has also helped link refugee self-help groups and other service providers with CETA prime sponsors as a means of attaining outside program support.

## Program Eligibility

Indochinese refugees are eligible for CETA programs if they have an Alien Registration (I-51) card or other documentation from the Immigration and Naturalization Service, such as a Form I-94, which authorizes refugees to work. Such individuals are considered to be permanent residents of the United States for purposes of participating in programs under all CETA titles.

Refugees also must meet the CETA eligibility requirements that are applicable to the general population. These eligibility requirements are based upon consideration of economic and unemployment circumstances. The exact requirements vary according to the CETA program title under which the participation is sought and the local policies of regional offices and prime sponsors.

CETA is not an entitlement program, and completion of full eligibility requirements does not grant immediate admission into the program. CETA resources are limited, and there are often waiting lists, either because a program is full or it has yet to start.

## Number of Refugees in the Program

Currently, CETA participant descriptions do not reveal which participants are refugees. A "refugee" category for CETA participant descriptions will be established around January 1981. The category will not provide a refugee ethnic group breakdown.

## Information Dissemination

Refugees can find out about the CETA programs from DOL regional offices or prime sponsors, voluntary agencies, or offices of the United States Employment Service. CETA publicity brochures, pamphlets and application forms have been translated by TEAM Associates into four Indochinese languages: Vietnamese, Chinese, Khmer and Lao.

## Authorizing Legislation

Indochinese refugee eligibility is authorized in the Migration and Refugee Act of 1962, as amended by the Indochina Migration and Refugee Assistance Act of 1975.

## Budget

Formula-allocated CETA funds have not been earmarked specifically by the Department of Labor for refugee services. Local prime sponsors determine the amount of regular CETA funds to be used for refugee services based on an analysis of the needs of the total unemployed population in the area and on available resources. To offset the costs incurred in adapting programs, CETA prime sponsors have been encouraged to seek HHS/ORR funds earmarked for ESL, employment and support services.

## Relevant Publications

ETA Field Memorandum No. 126-80 (January 23, 1980). Purpose: To provide guidance on the eligibility of the recent Indochinese refugees for programs under the various titles of the Comprehensive Employment and Training Act (CETA) Amendments of 1978, and their participation in such programs.

ETA Field Memorandum No. 170-80 (February 29, 1980). Purpose: To provide regional office refugee coordinators, State Employment Security Agencies and CETA prime sponsors with information on potential assistance from state welfare agencies and other organizations in the provision of services to Indochinese refugees, and suggested procedures for coordination of services from various public and private agencies.

## b. CETA, JOB CORPS AND INDOCHINESE YOUTH INVOLVEMENT

### Contact Persons

CETA
Joseph A. Hines or
Robert Litman
Office of Youth Programs
601 D Street, NW
Room 6000
Washington, DC 20213
(202) 376-2646

Department of Labor - Job Corps
Susan H. Pollack
Office of Youth Programs
601 D Street, NW
Washington, DC 20213
(202) 376-7285

TEAM Associates
Randy Thurman
1625 I Street, NW
Suite 510
Washington, DC 20006
(202) 785-4966
(800) 424-2925

Resource Counsultants Incorporated
Nguyen Van Hien
8355-A Greensboro Drive
McLean, VA 22102
(703) 893-6120

### The Program

The Office of Youth Programs (OYP) initiated several projects in the fall of 1979 to complement a select number of CETA programs in communities with high Indochinese refugee populations. These projects affect both CETA Job Corps centers and the CETA prime sponsor system.

### Indochinese Youth Participation in Job Corps

Job Corps' comprehensive program (which includes residential facilities) has made it particularly pertinent to refugees. Job Corps' purpose is to assist young people who need and can benefit from intensive programs of education, vocational skills training, and other services while living in a residential setting. All enrollees are unemployed people between the ages of 16 and

21, who volunteer for the program. The goal is to help them become responsible adults, prepared to obtain and hold productive jobs, return to school, or satisfy armed forces entrance requirements. There are 100 Job Corps centers operating in 10 regions throughout the United States.

Staff at Job Corps centers designated to receive Indochinese youth have participated in training sessions in cultural awareness, use of community resources, health-related concerns and ESL. These sessions have been supplemented with additional technical assistance from TEAM Associates (a Washington, D.C., based consulting firm) and from some national Job Corps office staff.

The kinds of technical assistance available include: further training in the use of Defense Language Institute ESL materials; counseling youth in their native language to stay in the program; providing materials such as slide-tape shows for orientation of staff and enrollees; training in cultural awareness for regional office staff; translating some center documents; and developing or expanding multi-cultural awareness programs for centers.

TEAM Associates is also working to produce a model Corps member handbook, which it also will translate. TEAM staff will translate additional items of up to a few pages in length for centers that request the service. Additionally, TEAM Associates has a toll-free Hotline number to be used by center staff in emergency situations.

## Indochinese Youth Participation in the CETA Prime Sponsor System

Selected prime sponsors in communities with high Indochinese refugee populations have received either of two support grants. One grant is for developing local coordination at 11 prime sponsor locations. The other is for special program components at eight prime sponsor sites, to provide services and activities for Indochinese youth.

A Youth Employment Training Program (YETP) demonstration project is currently assessing the success of efforts to involve Indochinese refugee youth in the CETA prime sponsor system. The project is being assisted by Resource Consultants, Inc., a consulting firm in McLean, Virginia.

In addition, the Office of Youth Programs has awarded grants to three CETA prime sponsors (Boston, Massachusetts; Fairfax County Virginia; and Orange County, California) to participate in the Special Project for Indochinese Youth (SPICY). The purpose of this demonstration project is to determine the most effective combinations of programs to serve Indochinese youth (14-21 years of age) and, ultimately, other refugee populations.

The objective of SPICY is to evaluate the relative effectiveness of applying three different combinations of ESL, work experience, and job-related training in promoting self-sufficiency for the target population. Resource Consultants, Inc. has been designated by OYP to design these program alternatives for SPICY and, in conjunction with the CETA prime sponsors, evaluate the effectiveness of the alternatives.

## Program Eligibility

See Program Eligibility under "General Indochinese Refugee Participation in CETA Programs." Further, since OYP falls under the mandate of Title IV of the Youth Employment and Training Program, and the purpose of that program is to adapt CETA resources to the needs of 14-21 year old youths, eligibility is restricted to those youth between the ages of 14-21 -- with the exception that, because of the age restrictions in Job Corps guidelines, Job Corps participants must be 16-21 years old.

## Number of Refugees in the Program

Job Corps' commitment is to enroll 2,000 Indochinese youths by the end of FY '80. As of the end of August 1980, 1,100 refugee youths had been enrolled.

The number of Indochinese youths participating in CETA programs nationally cannot be determined because there is no "refugee" category for CETA participant descriptions. Also, there has been no targeted number of Indochinese youths for CETA program involvement. Some individual prime sponsors, however, have been keeping track of Indochinese youth as well as general refugee participation in their programs.

## Information Dissemination

CETA prime sponsors and Job Corps have had publicity brochures, pamphlets and application forms translated by TEAM Associates into four Indochinese languages: Vietnamese, Chinese, Khmer and Lao. These are disseminated to the public through the United States Employment Service, prime sponsors, and ETA regional offices. Refugee resettlement and other service provider agencies also distribute information.

## Program Mandate/Authorizing Legislation

The Indochinese youth projects fall under the mandate of Title IV of the Youth Employment and Training Program. Indochinese refugee eligibility is authorized in the Migration and Refugee Act of 1962, as amended by the Indochina Migration and Refugee Assistance Act of 1975.

## Budget

A total of $492,000 has been granted to the Job Corps centers for purposes of adapting their facilities to the needs of Indochinese youth. The money came from the discretionary funds of the Office of Youth Programs.

The CETA budget for the Indochinese youth projects includes $2 million for incentive grants, as well as additional funds to conduct research and deliver technical assistance to prime sponsor staff.

## Relevant Publications

"An Employment and Training Strategy for Refugee Youth" (December 1979). ETA Office of Youth Programs.

ETA Field Memorandum No. 126-80 (January 23, 1980). Purpose: To provide guidance on the eligibility of the recent Indochinese refugees for programs under the various titles of the Comprehensive Employment and Training Act (CETA) Amendments of 1978, and their participation in such programs.

ETA Field Memorandum No. 252-80 (May 6, 1980). Purpose: To inform regional offices of the special Indochinese incentive grants available to a limited number of prime sponsors and to solicit responses from regional staff regarding the administrative and management capability of prime sponsors selected by the national (ETA) office as potential grant recipients.

Job Corps Notice No. 80-54 (July 10, 1980). Purpose: To outline procedures for centers to follow when requesting technical assistance for working with Indochinese youth.

## 2. UNITED STATES EMPLOYMENT SERVICE

### Contact Person

Earl T. Klein
Director
Office of Program Services
United States Employment Service
601 D Street, NW
Room 8100
Washington, DC 20213
(202) 376-6750

### The Program

The United States Employment Service (USES), through affiliated State Employment Security Agency (SESA) Job Service Offices, provides employment assistance and labor market information to Indochinese refugees or their sponsors, other governmental agencies, and private organizations in the resettlement effort. The private organizations are reached primarily through regular contacts with the American Council of Voluntary Agencies (ACVA). There are nearly 2,500 SESA Job Service Offices offering local public employment services throughout the United States and its Territories.

Employment assistance consists of:

- Basic employment services, including interviewing, vocational assessment, and job referral; and
- Use of the computerized Interstate Clearance System for people with marketable skills.

Labor market information services consist of:

- Developing cooperative agreements with other governmental agencies dealing with refugee intake to identify necessary applicant characteristics, to enable the Employment Service to assess the applicant pool at the earliest possible time;

- Sharing job order information and special employability services with voluntary agencies at the local level; and
- Reviewing the Job Bank Opening Summary for those jobs in areas and industries with a high percentage of unfilled openings to identify possibilities for the placement of refugees.

Employment Service Program Letter 10-79, issued on September 19, 1979, requested all SESA's to:

- Provide refugee program eligibility information to local offices;
- Direct SESA local offices to establish mutual relations with each local affiliate of resettlement organizations, where appropriate; and
- Process requests from employers expressing interest in hiring Indochinese refugees in cooperation with resettlement agencies.

## Relevant Publications

USES Program Letter No. 10-79 (September 19, 1979). Purpose: To announce the coordinated effort of the State Department, the American Council of Voluntary Agencies (ACVA), and the Department of Labor in offering employment assistance to Indochinese refugees.

ETA Field Memorandum No. 170-80 (February 29, 1980). Purpose: To provide regional office refugee coordinators, SESAs and CETA prime sponsors with information on potential assistance from state welfare agencies and other organizations in the provision of services to Indochinese refugees and suggested procedures for coordination of services with various public and private agencies.

## 3. TARGETED JOBS TAX CREDIT PROGRAM

### Contact Person

Tyna Coles
United States Employment Service
Employment and Training Administration
601 D Street, NW
Washington, DC 20213
(202) 376-7880

### The Program

The Targeted Jobs Tax Credit Program (TJTC) provides tax incentives for employers to hire individuals from certain specified disadvantaged groups: e.g. unemployed, economically disadvantaged youths, and ex-offenders. Refugees are eligible for the program if they are in one of these groups.

While the program is administered nationally by DOL, other agencies have responsibilities and authorities for its local administration. Specifically, CETA prime sponsors and State Employment Security Agencies (SESA) participate along with qualified General Assistance Agencies and cooperating educational institutions to voucher and place Indochinese refugee TJTC participants in jobs.

### Information Dissemination

Manpower Administration Field Memorandum No. 85-80 was issued on December 19, 1979 to all ETA Regional Administrators. The memorandum provides guidance on enlisting the participation of refugees in the TJTC program and gives complete details on refugee eligibility. Further, it is required that this information be provided to CETA prime sponsors, SESAs and regional office staff.

Local SESA Job Service offices also provide detailed information on this program. In addition, voluntary agencies and their affiliates and sponsors have been advised to contact the nearest Job Service office for assistance when appropriate.

## Relevant Publications

Manpower Administration Field Memorandum No. 85-80 (December 19, 1979). Purpose: To provide guidance to State Employment Security Agencies (SESAs) and prime sponsors on participation of aliens in the TJTC program.

## DEPARTMENT OF LABOR

### 4. CUBAN AND HAITIAN ENTRANT ELIGIBILITY FOR DEPARTMENT OF LABOR PROGRAMS

/ Contact Person /

Gwen Zuares
Office of Regional Coordination
Department of Labor
Room 10106
610 D Street, NW
Washington, DC 20213
(202) 376-2550

Cuban and Haitian entrants are eligible for the following Department of Labor (DOL) programs:*/

- The Comprehensive Employment and Training Act (CETA), which provides training and employment services for economically disadvantaged, unemployed, or underemployed persons. DOL allocates CETA funds by formula to approximately 473 "prime sponsors" that deliver the training and employment services.
- The United Sates Employment Service (USES), which provides employment assistance and labor market information to those seeking work. USES operates through approximately 2,500 State Employment Security Agency (SESA) Job Service Offices, offering local public employment services throughout the United States and its Territories.
- The Targeted Jobs Tax Credit Program (TJTC), which provides tax incentives for employers to hire individuals from certain specified groups; e.g. unemployed, economically disadvantaged youths, and ex-offenders. While DOL administers the program nationally, State Employment Security Agencies and CETA prime sponsors participate along with local welfare and general assistance agencies and cooperating educational institutions to voucher and place TJTC participants in jobs.

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*/ See pages 154-167 for a fuller explanation of these programs.

To participate in these programs, Cuban and Haitian entrants must meet the same eligibility requirements that exist for U.S. citizens. Also, entrants must present documentation from the Immigration and Naturalization Service (INS) which authorizes them to work. Such documentation usually consists of a properly endorsed INS Form I-94 (Arrival-Departure Record). (For more information about documentation, see "INS Documentation for Cuban and Haitian Entrants" pg. 177A.)

In CETA, the prime sponsors' target groups, priorities and current commitments are determining factors in the delivery of CETA services to Cuban and Haitian entrants.

## Relevant Publications

"Employment and Training Administration Field Memorandum No. 392-80 (September 4, 1980)". Purpose: To provide guidance to regional offices and prime sponsors on the determination of eligibility of Cuban and Haitian Entrants for programs under the various titles of the Comprehensive Employment and Training Act (CETA) Amendment of 1978.

"Employment and Training Administration Field Memorandum No. 392-80, Change 1 (December 1, 1980)". Purpose: To clarify information previously provided relative to determining the eligibility of Cuban/Haitian Entrants for programs under the various titles of the Comprehensive Employment and Training Act (CETA).

## E. DEPARTMENT OF JUSTICE

### 1. THE IMMIGRATION AND NATURALIZATION SERVICE

/ Contact Person /

Immigration and Naturalization Service
Office of Public Information
425 Eye Street, NW
Washington, DC 20536
(202) 633-4316
(202) 633-4330

The Immigration and Naturalization Service (INS) administers immigration and naturalization laws relating to the admission, exclusion, deportation and naturalization of aliens. Specifically, the Service determines the admissibility of aliens into the United States; adjudicates aliens' requests for benefits under the law; guards against illegal entry into the United States; investigates, apprehends, and removes aliens in this country who are in violation of the law; and examines the applications of aliens wishing to become citizens.

Through offices in the United States and around the world, the Service provides information and counsel to those seeking U.S. citizenship or other benefits under the law. Wherever possible the Service, in conjunction with public schools in this country, provides textbooks and other instructional services to those seeking naturalization. For a list of INS district offices and district sub-offices, see Appendix G(1).

INS is involved in domestic refugee resettlement in four ways:

(a) Documenting refugees' entry into the United States;

(b) Providing travel documents for trips out of the United States;

(c) Changing refugees' status to permanent resident alien; and

(d) Naturalization.

### (a) Documenting Refugees' Entry into the United States

When refugees enter the United States they are issued Form I-94 by the INS. Form I-94 serves as a control document, entry-departure record, identification card, and proof of alien registration. The form is a small 3 X 5 white paper issued to all aliens at time of entry into the United States. There are two pages; the Immigration Inspector separates them and places an admission on each copy. The first copy is returned to the refugee, and the second copy is forwarded as a record to the Service Non-Immigrant Control Unit. A refugee must have been issued one of those cards in order to adjust immigration status in the U.S.

When processing the I-94 Form, INS places information in the lower right-hand corner. This information includes the date of entry and a three-letter code signifying the port through which the refugee entered. Other information can be contained on the back of the form, such as change of status, extension dates, permission to accept employment, etc.

If a refugee loses his I-94 Form, he or she can apply for a duplicate by submitting an application (Form I-102) to an INS district office or sub-office. Obtaining a duplicate I-94 usually takes about three weeks, since the examiner must contact the

Non-Immigrant Control Unit for a copy of the second page of the form which was forwarded by the inspector at entry.

### (b) The Refugee Travel Document

Refugee travel documents are issued by INS district offices and sub-offices to allow refugees to travel outside the United States and return to the status which he or she had at the time of departure. The document is issued to refugees, conditional entrants, and asylees and is accepted in lieu of a passport by most countries of the world.

### (c) Permanent Resident Alien Status

#### The Program

Under certain conditions, a refugee in the United States may apply for change of status to that of a lawful permanent resident of the U.S. A separate application must be submitted for each family member for whom adjustment is desired.

Upon approval of his or her application, a refugee may have the date of lawful permanent residence recorded as the date of entry as a refugee. In the case of persons classified as refugees after entry into the United States, the date may be rolled back to one year before the application for permanent residence was actually approved. (This is important in relation to meeting the five-year residency requirement for naturalization.)

Form I-151, the alien registration card (commonly called "Green Card"), is a small, plastic-coated card with the alien's picture and other identifying information that is issued when the refugee status is adjusted to permanent resident. The card is proof that the refugee is entitled to work in the United States and to receive other benefits of lawful permanent residence. It must be carried by the refugee at all times. Penalties can be imposed for failure to do so. If a refugee loses Form I-151, an application for a duplicate can be made on Form I-90.

Applications for permanent resident alien status and for replacement of Form I-151 can be made at any INS district office or sub-office.

As a result of the passage of the Refugee Act of 1977, a program was undertaken by the INS Outreach Office to enlist the assistance of voluntary agencies in screening and recruiting refugee applicants for permanent resident alien status and to provide help to refugees in filling out forms. INS officers visited voluntary agency representatives throughout the U.S. to train them in processing applications.

## Program Eligibility

A refugee can apply for change of status to permanent resident alien after one year of residence in the U.S. The refugee must have been reviewed by an immigration office and have been admitted to the U.S. in some non-immigrant classification. Other conditions are also required. (For a full account see Refugee Act of 1980, Sec. 209, "Adjustment of Status of Refugee," Appendix A(1).

## Number of Refugees in the Program

Changes from Refugee to Permanent Resident Alien Status:

| | 203A7 STATUS */ | | | | | |
|---|---|---|---|---|---|---|
| | (Conditional entrants) | | (Proviso) | CUBANS | INDO-CHINESE | TOTAL |
| FY '79 | 7,734 | | 1,678 | 15,846 | 26,253 | 51,511 |
| | | (9,412) | | | | |
| Oct-Apr FY '80 | 5,554 | | 833 | 7,059 | 5,131 | 18,577 |
| | | (6,387) | | | | |

## Information Dissemination

Information is disseminated through INS district offices, voluntary agencies and community service agencies. (See "Relevant Publications" at the end of this section.)

## Program Mandate/Authorizing Legislation

Section 209 of the Refugee Act of 1980; the Cuban Act of 1966, 80 Stat. 1161; the Indochinese Refugee Act of 1977, 91 Stat. 1223; and Section 5 of the Immigration and Nationality Act of October 5, 1978, 92 Stat. 909 authorize refugees to change their status to permanent resident alien.

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*/ Section 20347 of the Immigration and Naturalization Act establishes the mechanism for granting refugees conditional entry into the United States. Such refugees are termed "conditional entrants." Within the conditional entrant category there is a "proviso" status for aliens who have been physically present in the United States for a period of at least two years prior to application for adjustment of their status to that of conditional entrant. As of April 1, 1980, the Refugee Act of 1980 provided for refugees to enter the U.S. as "refugees." However, the "conditional entrant" status is sometimes still used.

The INS Outreach Program was created as a response to the anticipated surge in applications from the large numbers of Indochinese refugees who came to the U.S. in 1975, and who became eligible to adjust their status as a result of the provisions of the Indochinese Refugee Act of 1977.

### Budget

The processing of Indochinese refugees' requests for Permanent Resident Alien status for Fiscal Years 1977, 1978 and 1979 has been estimated to cost $1.5 million.

Costs for other refugee groups are unavailable.

## (d.) Naturalization

### The Program

Naturalization is any process by which a person, formerly a citizen of one country, becomes a citizen of a new country. Generally, a refugee must have been lawfully admitted to the United States for permanent residence and must have resided as a lawful permanent resident alien for at least five years to be eligible to apply for United States citizenship. Of the Indochinese refugees who entered the U.S. in 1975, approximately 130,000 are eligible to apply for naturalization in 1980.

In response to an anticipated increase in petitions for naturalization, the INS Outreach Office is conducting a series of local workshops to explain to voluntary agency workers how they can help to accelerate the naturalization process. The role of the voluntary agencies is to inform refugees of the requirements for obtaining citizenship, to screen out refugees whose applications will be rejected, and to assist refugees in completing their petitions.

The INS has requested additional appropriations to meet the anticipated surge in petitions for citizenship, but they have been denied. Consequently, INS plans no staff increases to handle the increased number of applications and is warning that processing after application will be from four months to one-and-a-half-years.

## Program Eligibility

As stated, a refugee must have been lawfully admitted to the United States for permanent residence and must have resided as a lawful permanent resident alien for at least five years to be eligible to apply for U.S. citizenship. Further, an applicant must have been physically present in the U.S. for at least 50% of those five years. An absence from the U.S. of a year or longer breaks the residency period, and the refugee (now alien) must in most cases begin again to qualify. An alien being sent abroad by certain American organizations can file an application to preserve residence for naturalization purposes (Form N-470) prior to departure, in order not to lose time previously accumulated.

An applicant for naturalization must be able to speak, read, and write simple words in everyday use in the English language. An applicant must be able to sign his or her name in English, and be familiar with the Constitution and important facts and principles of U.S. government and history. He or she must also be a person of good moral character. A person must be at least 18 years of age before applying for naturalization. Children under 16 years of age can be included on the citizenship applications of their parent or parents.

## Number of Refugees in the Program

Once refugees have received "Permanent Resident Alien" status, it is not possible to separate them statistically from non-refugees in the Permanent Resident Alien category. Therefore the exact number of refugees who have applied for and obtained naturalization cannot be determined.

It is known, however, that 130,000 Indochinese refugees who came to the U.S. in 1975 will be eligible for citizenship in 1980. INS estimates that 60,000 of them will file petitions for citizenship.

## Information Dissemination

Information is disseminated through INS district offices, voluntary agencies and community service agencies. (See "Relevant Publications" at the end of this section.)

## Relevant Publications

Basic Guide to Naturalization. Form M-230.

Documentary Requirements for Aliens in the United States. M-97.

Guide to Immigration Benefits. Form M-210.

Naturalization Requirements and General Information. Form N-17.

All of the above publications are published by the U.S. Department of Justice Immigration and Naturalization Service and are available through the Superintendent of Documents, U.S. Government Printing Office, Washington, D. C. 20402.

Federal Register (June 2, 1980). Part V. "Department of Justice; Immigration and Naturalization Service; Refugee and Asylum Procedures."

## IMMIGRATION AND NATURALIZATION SERVICE

### (e.) INS DOCUMENTATION FOR CUBAN AND HAITIAN ENTRANTS

/ Contact Person /

Yolanda Sanchez
INS Outreach Program
425 Eye Street, NW
Room 6244
Washington, DC 20536
(202) 633-4123

When Cubans and Haitians are processed in the United States, they are issued Form I-94 by the Immigration and Naturalization Service (INS). Form I-94 has several versions; however, each Form I-94 serves as a control document, entry-departure record, identification card, and proof of alien registration.*/ All Cubans who registered with the INS between April 21 and October 10, 1980, and all Haitians who were in INS proceedings as of October 10, 1980, have been issued I-94 Forms stamped "Cuban-Haitian Entrant (status pending), Reviewable January 15, 1981, Employment Authorized Until January 15, 1981".

On December 29, 1980 the Attorney General extended the January 15, 1981 review and employment authorization to July 15, 1981. On December 31, the INS announced that Cuban/Haitian entrants with I-94 Forms indicating an expiration date of January 15, 1981, should report to their local INS office to obtain extensions until July 15, 1981. However, due to excessive workloads which the INS felt would be created as a result of this project, the December 31 instruction was rescinded by a January 9, 1981 directive. This latter directive automatically granted extensions to the Cuban/Haitian entrants until July 15, 1981. Thus,Cubans and Haitians with their I-94 Forms having the "Cuban-Haitian Entrant (status pending)" stamp do not need to report to INS for the extension.

Cubans and Haitians who entered the U.S. after October 10, 1980, or who entered before October 10, 1980 but subsequently were held excludable in hearings, do not qualify for the status of "Cuban-Haitian Entrant (status pending)". INS has placed instructions on the I-94 Forms of these Cubans and Haitians to report to INS offices periodically (usually either every 60 or 120 days) for further processing.

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*/ For more information about the INS I-94 Form, the reader may refer to page 171.

## 2. COMMUNITY RELATIONS SERVICE

### Contact Person

Wallace Warfield
Coordinator for Field Operations
U.S. Community Relations Service
550 - 11th Street, NW
Room 640
Washington, DC 20530
(202) 724-7343

For regional offices and directors see Appendix G (2)

### The Program

The Community Relations Service (CRS) assists in resolving community tension problems that relate to racial and ethnic conflict and discrimination. CRS helps to resolve disputes and difficulties as they arise and assists communities in developing local mechanisms to address future problems. CRS was created by Title X of the Civil Rights Act of 1964. It is neither a grant-in-aid, enforcement, nor litigation agency.

Primary activities of CRS include using conciliation and/or mediation to settle differences and seeking voluntary action to resolve disputes. CRS also provides technical assistance to public and private agencies and organizations to help them alleviate problems that cause friction between and among ethnic groups. Such assistance may take the form of developing rumor-control mechanisms, orientation training, and other tension-reducing techniques.

During FY'80, CRS responded to approximately 18 different conflict situations in which tensions were related to the resettlement of refugees. CRS can go into a community on its own volition, but usually enters only when requests for its services are made by local voluntary resettlement agencies, citizen groups, mayors, or police chiefs.

CRS also can serve as a resource to a community prior to the outbreak of community tensions, if there exist two or more "impact factors." Examples of "impact factors," as they might relate to refugees, include: a history of inter-racial or ethnic group conflict; recent negative editorials or news stories on refugees in local papers; competition for scarce resources as indicated by high unemployment rates; less than 5% vacancy in low-income housing; low availability of job training programs; or a perception of preferential treatment for refugees by other low-income groups.

Specific CRS activities may include:

- Discretely compiling a community profile to determine if the community is in high risk of experiencing conflict;
- Providing conflict resolution training, as a preventive measure, to organized groups in order to improve their ability to cope with community conflict;
- Providing mediation or conciliation if an incident has occurred, and establishing a local mechanism to prevent future conflict;
- Developing contingency plans for local agencies (such as police departments and other city officials) on how to effectively handle outbreaks of tension.

CRS has no special resources for refugees; therefore requests for assistance on refugee-related tensions must be weighed against other needs for the agency's resources.

# F. ACTION

## INTRODUCTION

/ Contact Person /

Fred Gloss
Executive Assistant to the Deputy Director
ACTION
806 Connecticut Avenue, NW
Washington, DC 20525
(202) 254-8062

ACTION is the federal agency whose purpose is to mobilize Americans for voluntary service in the United States and developing countries through programs which help meet basic human needs and support the self-help efforts of low-income individuals and communities. ACTION administers and coordinates domestic and international volunteer programs funded by Congress. Through special demonstration grants and programs, ACTION also tests new ways of bringing volunteer resources to bear on human, social, and economic problems, and identifies and develops a wide range of volunteer service opportunities for Americans of all ages and backgrounds.

ACTION has provided assistance to refugee resettlement programs in areas severely affected by refugees in communities experiencing tension because of newly-settled refugee groups. ACTION programs at the grassroots level have responded to requests for assistance by local community groups. The Agency has placed a special emphasis on building the volunteer capacities of Indochinese Mutual Assistance Associations to enable them to assume more resettlement responsibilities and become self-sufficient self-help organizations.

Following is a description of a number of programs within ACTION and an explanation of how these programs relate to the domestic resettlement of refugees.

## I. OFFICE OF VOLUNTARY CITIZEN PARTICIPATION

Contact Person

Dicran Berberian
Director
Refugee Resettlement Project
Office of Voluntary Citizen Participation
ACTION
806 Connecticut Avenue, NW
Washington, DC 20525
(202) 254-3545

The Office of Voluntary Citizen Participation (OVCP) was formed in March 1978 to support the activities of volunteers, volunteer programs, and citizen action groups in meeting local needs, both in the United States and overseas. OVCP promotes activities between volunteers and communities with the goal of helping to build community self-reliance. OVCP also encourages and promotes volunteer programs conducted by other government agencies, and supports programs and legislation that give status to volunteer work.

OVCP has eight ongoing programs and a number of special projects. The programs, funded by ACTION and Peace Corps appropriations, include a system of 26 state Offices of Voluntary Citizen Participation, most frequently operating within the governors' offices (they are not federal offices). ACTION also has a system of 10 regional and 48 state offices (these offices are part of the federal structure). Because most of the 26 state OVCP offices operate within the governors' offices, they are well placed to play a role in coordinating volunteer activities with public and private resettlement agencies on the state and local level.

ACTION's national OVCP program is involved in the domestic resettlement of refugees in three ways, each of which is described below: through an HHS Office of Refugee Resettlement-funded resettlement project; through its Support Services Assistance Program's Regional Refugee Volunteer Training and Support Center and Former Volunteer Project; and through the ACTION Mini-Grant Program.

## a. THE REFUGEE RESETTLEMENT PROJECT

ACTION's Refugee Resettlement Project is funded through an inter-agency agreement with the Department of Health and Human Services' Office of Refugee Resettlement.*/ This is one of ORR's national demonstration projects. The purpose of the project is to establish support mechanisms in five State Offices of Voluntary Citizen Participation (in California, Florida, Hawaii, Texas, and Virginia) in order to:

- Mobilize volunteers to work in resettlement programs;
- Provide training and technical assistance to volunteers and volunteer groups working with refugees;
- Coordinate services provided by volunteers with those provided by federal, state and local agencies; and
- Build the organizational and volunteer capacity of selected Indochinese Mutual Assistance Associations to enable them to assume greater resettlement responsibilities.

The creation of the support mechanisms in each of the five states has followed individual state plans. A list of Refugee Resettlement Project contact persons appears in Appendix H(1).

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*/ See section on National Demonstration Projects (V.B 2a.) for additional details on ACTION's inter-agency agreement with ORR.

## b. THE SUPPORT SERVICES ASSISTANCE PROGRAM

### (i.) The Regional Refugee Volunteer Training and Support Center

The Support Services Assistance Program has awarded a grant to the Santa Barbara County (California) School District to provide training and technical assistance to Indochinese Mutual Assistance Associations and other community organizations which make use of volunteers in refugee resettlement.*/

To carry out this project, the Santa Barbara County School District has created the Regional Refugee Volunteer Training and Support Center. The goal of the Center is to develop the capacity of a number of volunteer self-help groups to assume increased responsibility in the resettlement of incoming refugees.

As one of its first activities, the Support Center organized an orientation, planning, and training meeting in Los Angeles from June 2-5, 1980. The meeting, targeted primarily to Indochinese Mutual Assistance Associations and to ACTION and OVCP staff members (especially from the five states involved in the Refugee Resettlement Project- California, Florida, Hawaii, Texas, and Virginia **/), included sessions on the history and culture of the people of Indochina and the nature of the refugee experience, and workshops and training sessions on cross-cultural orientation, community tension and conflict resolution, various resettlement models, and techniques for recruiting volunteer help. The Conference was designed to make Indochinese volunteerism and refugee Mutual Assistance Associations major focuses of the meeting.

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*/The Santa Barbara County School District will receive $200,000 of the funds from ACTION's interagency agreement with ORR (See National Demonstration Projects (VB2a).

**/For a list of the ACTION State Program Directors, see Appendix H(2).

The Regional Refugee Volunteer Training and Support Center is now providing training and technical assistance to a number of Mutual Assistance Associations that are helping with Indochinese refugee resettlement. The Associations that receive assistance will serve as demonstration projects. Throughout the project the Support Center will make known to the Associations the full range of ACTION resources (VISTA, the Retired Senior Volunteer Program, the Mini-Grant Program, etc.) and ways that these resources might prove helpful. The project will conclude at the end of April 1981.

### (ii.) The Former Volunteer Project

A $25,000 Support Services Assistance grant has been awarded to the Independent Foundation to identify former volunteers with the Peace Corps, VISTA, International Voluntary Service, CARE/MEDICO, and other volunteer programs, and to create a computer file of those who express interest in assisting in refugee resettlement. The computer file will include information on the former volunteers' work backgrounds, including any experience in working with refugees and the type of involvement desired. This information will be made available to resettlement agencies, local social service providers, Mutual Assistance Associations, and other organizations involved in refugee resettlement in four states: North Carolina, New Jersey, Colorado and southern California.

## c. THE MINI-GRANT PROGRAM

ACTION's Mini-Grant Program has distributed $120,000 in small grants (the maximum is $5,000 each) to local resettlement organizations and Indochinese Mutual Assistance Associations in order to increase and enhance the involvement of volunteers in resettlement. ACTION's Mini-Grants go to grassroots organizations, using financial need as a basic criterion for awarding the funds. The grants to refugee assistance and resettlement organizations have been divided fairly equally among sections of the country, with some emphasis on providing grants in highly impacted areas.

Mini-Grants to Indochinese Mutual Assistance Associations, church groups and refugee-specific organizations have been made for the purposes of providing cross-cultural training and orientation to volunteers working with refugees, training volunteers as ESL tutors, coordinating volunteer efforts on behalf of refugees, and otherwise mobilizing and training volunteers to work with and provide direct service to refugees.

## 2. VOLUNTEERS IN SERVICE TO AMERICA (VISTA) ACTION EDUCATION PROGRAMS (AEP)

Contact Person

Bev Litner
ACTION/VISTA/AEP
806 Connecticut Avenue, NW
Washington, DC 20525
(202) 254-5195

### a. Volunteers in Service to America (VISTA)

The creation of VISTA was authorized by Congress in 1964. Its goals are to provide opportunities for Americans to work with locally sponsored projects designed to combat poverty and poverty-related social problems and to provide opportunities for self-advancement by individuals afflicted with such problems.

VISTA volunteers are chosen from all ages and all walks of life and receive pre-service and in-service training for their project assignments. Volunteers serve for one year and may re-enroll. There are VISTA projects in urban ghettos, small towns, rural areas, migrant worker communities, institutions for the mentally ill or handicapped, and on Indian reservations. Currently there are about 4,300 VISTA volunteers throughout the United States and its Territories.

While the exact number of VISTA volunteers involved in refugee assistance is unknown, examples of their involvement include the following:

- Pierce County, Washington. Seven VISTA volunteers work with the Asian Alliance to help Asian and Pacific immigrants -- 7,000 of them are Indochinese refugees -- obtain employment and English language training.

- Omaha, Nebraska. VISTA volunteers are working with the Indochinese-American Association and the local refugee community to organize self-help projects, child care cooperatives, marketing cooperatives for Indochinese handicrafts, and community programs in English language training.
- Houston, Texas. Nine VISTA volunteers assigned to YMCA Urban Services are involved in community organizations and advocacy in neighborhoods heavily populated by Vietnamese refugees (including many ethnic Chinese refugees from Vietnam).
- Five VISTA volunteers are working with the Lao Family Community in San Bernardino County, California; 13 are working to assist undocumented Haitians in Dade County, Florida; 30 bilingual VISTA volunteers helped to process Cuban refugees at the Egland Air Force Base in Florida and Fort Chaffee in Arkansas; and two are working with the State Office of Voluntary Citizen Participation in Hawaii to assist in refugee resettlement.

Cross-cultural and language training materials have been disseminated by the Peace Corps to VISTA projects throughout the country. Through VISTA Currents and other materials and publications, VISTA has attempted to promote greater volunteer involvement in refugee resettlement. VISTA is also attempting to encourage Indochinese and other refugees to enlist as VISTA volunteers.

### b. ACTION Education Programs (AEP): The National Center for Service-Learning and University Year for ACTION

#### (i.) The National Center for Service-Learning

The National Center for Service-Learning (NCSL) provides resources to programs for high school and college students participating in public service organizations to gain learning experience and academic credit. NCSL also supports high school and college student volunteer programs. Most of these programs do not receive federal funding, but they may obtain technical publications, the assistance of an on-site consultant, training, management assistance, and other information to help strengthen existing programs or to establish new ones. NCSL is also responsible for administering the University Year for ACTION (UYA) program (described below), which supports full-time volunteer service programs through colleges and universities.

Student volunteers work with Southeast Asian refugees in numerous ways, such as:

- Washington, D.C. area university students work in a tutoring project at the Vietnamese Conflict Student Association.
- In Colorado, college students work as interpreters for the Indochinese at a local health clinic.
- Montgomery Junior High School in California uses high school students as student aides to tutor Vietnamese and Laotian students.
- Chabot Community College in California places their student volunteers as tutors for newly arrived Indochinese residents.
- Students at Arkansas College have assisted in resettling an extended Indochinese family of 40; the students have located housing, provided health information, and conducted fund-raising activities.

## (ii.) The University Year for ACTION

/ Contact Person /

Leigh Colitre
State Director
ACTION - Southern California
Century Park Center
911 West Pico Boulevard, Suite B-16
Los Angeles, CA 90035
(213) 824-7421

The University Year for ACTION (UYA) is a program for college and graduate students to earn academic credit while working full time in a social service capacity. A UYA project involving the participation of student volunteers in refugee resettlement is operating in Los Angeles, Orange, and San Diego Counties. Twenty volunteers work in each county. The project has received a $359,000 grant from ACTION and is serving as an ACTION national demonstration project.

In January 1980 volunteers began working full time with resettlement agencies and Indochinese Mutual Assistance Associations. Peace Corps training materials have been used to train the volunteers. Each of the volunteers works for one year and receives academic credit. The program is being run under the auspices of the University of California at Los Angeles, in cooperation with the University of California in Irvine and San Diego State University.

## 3. RETIRED SENIOR VOLUNTEER PROGRAM (RSVP)

Contact Person

Rey Tejada
RSVP Program Specialist
Retired Senior Volunteer Program
806 Connecticut Avenue, NW
Room 1006
Washington, DC 20525
(202) 254-7608

The purpose of ACTION's Retired Senior Volunteer Program (RSVP) is to create a variety of meaningful opportunities for people of retirement age to participate more fully in the life of their communities through volunteer service. RSVP projects are located throughout the United States and its Territories. RSVP projects are planned, organized, and operated at the local level, and are generally developed under the auspices of an established organization that is able to generate local financial support.

Volunteers must be at least 60 years of age and willing to serve on a regular basis. There are no income or educational requirements. Currently there are over 260,000 RSVP volunteers serving in 682 community projects.

RSVP has distributed materials on refugee resettlement to local RSVP projects to encourage volunteers' involvement in refugee assistance. One example of RSVP assistance to refugees is a project in the State of Washington, where five senior volunteers have been teaching English to Indochinese refugees at Wenatchee Valley Community College. The RSVP volunteers are working one-to-one with refugee students during evenings and on Saturdays. In a number of other cities, retired senior volunteeers have been providing citizenship training for Indochinese refugees. Senior volunteers in various communities have also been providing assistance to homebound women and to elderly refugees. RSVP is presently examining ways to involve senior Indochinese refugees as volunteers in the RSVP program.

# ACTION

## 4. THE ACTION FLORIDA PROJECT

### / Contact Person /

Henry Jibaja
ACTION State Program Director
Federal Building
80 N. Hughey Avenue
Suite 413
Orlando, Florida 32801
(305) 420-6117

### The Program

ACTION has received a $500,000 transfer of funds from the Department of State to mobilize and focus ACTION resources in the State of Florida for assistance to Cuban and Haitian entrants. This effort complements ongoing ACTION efforts with Indochinese refugees and earlier special VISTA efforts with Haitians. The program is to last through FY '81. The objectives of the program are to:

- Mobilize volunteer resources on behalf of the resettlement of Cuban and Haitian entrants and Indochinese refugees in Florida;
- Provide training and technical assistance to volunteers and volunteer groups working with entrants and refugees;
- Help coordinate services provided to entrants and refugees by public agencies with services provided by the private voluntary sector; and
- Build the capacity of Cuban, Haitian, and Indochinese mutual assistance associations so they may assume additional responsibility for aiding in the resettlement of members of their own community.

These objectives are being met through the following activities:

- Recruiting approximately [illegible] former Peace Corps and VISTA volunteers from the State of Florida to assist Cuban and Haitian entrants and Indochinese refugees in that state;
- Working in cooperation with the Florida Association of Voluntary Action Centers to recruit about 1,200 additional Florida citizens to assist these entrants and refugees;
- Installing in Florida a computer skills bank system capable of registering all of the recruited volunteers and of producing skills bank listings for each of the six to eight community-based Voluntary Action Centers participating in the project,and for the state as a whole;
- Assigning one VISTA volunteer to each Voluntary Action Center participating in this project. The task of these volunteers will be to help mobilize and identify community resources, and to assign community volunteers to public and private service providers;
- Assigning 22 VISTA volunteers to public and private agencies, including mutual assistance associations,which are meeting the service needs of Cuban and Haitian entrants and Indochinese refugees;
- Initiating a Retired Senior Volunteer Project in Dade County, matching retired senior volunteers with refugees, entrants, and agencies servicing these groups;
- Through a sub-contract to the Society for Intercultural Education, Training and Research (SIETR), based at Georgetown University, Washington, D.C., training the volunteer and agency staff people participating in this project. Training will stress the cross-cultural skills required to work with the refugees and entrants;
- Awarding Mini-Grants to mutual assistance associations and private service providers to support community based volunteer efforts in resettlement;

- Providing resources for the Governor's Office of Voluntary Citizen Participation to mobilize the traditional volunteer community on behalf of assistance to these entrant and refugee groups; and,

- Managing this project in collaboration with the Governor's Office of Voluntary Citizen Participation, the Florida Association of Voluntary Action Centers, and the Florida Independent Foundation. (The Independent Foundation is acting as general sponsor for the VISTA volunteers who are working with local public and private non-profit agencies.)

## G. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

/ Contact Person /

Amelie Wogan
Special Assistant to the Secretary
Department of Housing and Urban Development
Room 10226
451 Seventh Street, NW
Washington, DC 20925
(202) 755-6950

A list of HUD regional offices appear in Appendix I.

### The Program

The Department of Housing and Urban Development (HUD) is the principal federal agency responsible for programs concerned with housing needs, fair housing opportunities, and improving and developing the nation's communities.

To carry out its overall purpose of assisting the development of our communities, HUD administers mortgage insurance programs that help families who otherwise could not afford decent housing, anti-discrimination activities in the field of housing, and programs that assist with neighborhood rehabilitation and preservation of urban centers from blight and decay.

HUD has no refugee-specific housing assistance programs. The numbers of refugees utilizing federal housing programs -- public housing, Section 8 subsidy, and other federally-assisted housing projects -- varies enormously from locality to locality. Local housing vacancy rates, the length of waiting lists for government-assisted housing, and the attitudes of local communities, local resettlement agencies, and refugees themselves all influence the extent to which HUD-subsidized housing may represent a significant resettlement resource in a given community. For information about the availability of federal housing in a locality, individuals should contact the local public housing authority or one of the HUD area offices listed in Appendix I.

# DEPARTMENT OF AGRICULTURE

## / Contact Persons /

### Food Stamp Program

Alberta Frost
Deputy Administrator
Family Nutrition Program
Food and Nutrition Service
U.S. Department of Agriculture
500 - 12th Street, SW
Washington, DC 20250
(202) 447-8982

Joseph Pinto
Program Policy and Analysis
State Operations Division
Food and Nutrition Service
U.S. Department of Agriculture
500 - 12th Street, SW
Washington, DC 20250
(202) 447-8156

### Supplemental Food Programs:

### Supplemental Food Program for Women, Infants and Children; and Commodity Supplemental Food Program

Barbara Sandoval
Director
Supplemental Food Programs
Division
Food and Nutrition Service
U.S. Department of Agriculture
500 - 12th Street, SW
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Patty Kiefer
Food Program Specialist
Supplemental Food Programs
Division
Food and Nutrition Service
U.S. Department of Agriculture
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### General Information

Henry Rodriguez
Director
Nutrition and Technical Services Division
Food and Nutrition Service
U.S. Department of Agriculture
500 - 12th Street, SW
Room 558
Washington, DC 20250
(202) 447-9081

## The Program

The U.S. Department of Agriculture's Food and Nutrition Service (FNS) administers a variety of food assistance programs, including the Food Stamp Program, the Supplemental Food Program for Women, Infants and Children, and the Commodity Supplemental Food Program.

Refugees, as well as Cuban and Haitian entrants (see pg. 199C), are eligible to apply for these programs on the same basis as other residents of the United States. USDA food assistance programs are operated in cooperation with state and local governments.*/

- Food Stamps

The Food Stamp Program (FSP) is a voucher program designed to ensure that Americans below or near the poverty level receive a diet that meets basic nutritional needs. The Federal government finances the actual cost of the food stamps and shares half of the administrative costs with the states. The distribution of food stamps is administered by the states through state, county or municipal departments of welfare or social services.

Eligibility for food stamps is based on the income and resources of the members of a household. Households must have net incomes, after deductions, that fall within the U.S. Office of Management and Budget's nonfarm poverty guidelines. Household assets must fall below specified limits and household members must meet Federal work-registration requirements. The amount of benefits households receive depends on their size and net income. Participating households exchange their monthly allotments of food stamps for food at authorized stores.

Generally, a household is a group of people (not necessarily related) who live in the same house or apartment and who buy and prepare their food together. There can be more than one household per residence.

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*/ See Appendix K, page 303, for a list of USDA Food and Nutrition Service Regional Offices and contact persons.

Certain aspects of the Food Stamp Program may be of special interest to refugee sponsors. For example, a person who is not a member of the household may make application on behalf of the household, attend the application interview, and provide the necessary information to the food stamp office. This person must be designated by the household as its authorized representative. The authorized representative may also pick up the food stamps and use the stamps to purchase food. This provision is of benefit to non-English speaking refugees, as not all FSP offices have bilingual staff.

Applications for food stamps are made at county or municipal departments of welfare or social services.

- Supplemental Food Program for Women, Infants and Children

The Supplemental Food Program for Women, Infants and Children (WIC) is a program for pregnant, post partum, and breast feeding women, as well as for infants and children under the age of five, who meet state income requirements and are found to be at nutritional risk. WIC participants are certified for a six-month period (except pregnant women, who are certified for the duration of their pregnancy), and receive food via vouchers used to purchase specific nutritious foods in retail markets, or through home delivery systems or direct distribution systems established by the WIC Program. WIC also provides a nutrition education component, designed to educate participants in how to select the best diet for good health.

The WIC Program exists in all states. In most areas of the country the number of applicants for the WIC program exceeds program funding, hence priority is given to applicants at highest nutritional risk, who meet a state's low-income requirements.

Health screening is required in order to determine nutritional need. Applications for participation in the WIC Program are made at county or local health departments.

During FY '79, the WIC Program awarded the Minneapolis Health Department a grant to conduct a demonstration project "to provide more accessible, comprehensive and acceptable WIC Program services to Indochinese refugees." The project has developed visual aids and other educational tools that convey nutrition education concepts, and provide instruction in the proper selection of WIC Program foods. These materials employ three Indochinese languages -- Vietnamese, Lao and Cambodian. Some are picture materials, communicating a message using few printed words. In addition, project investigators documented food patterns among Indochinese refugees who received the WIC food package for six months, and made recommendations to WIC program officials concerning appropriate foods for this community. (See "Relevant Publications" below for information on how to obtain the materials produced by the Minneapolis project.)

The WIC Program has also distributed 500 packets containing "Southeast Asian American Nutrition Education Materials." These packets include nutrition education materials translated into Vietnamese, Lao and Cambodian; an annotated bibliography listing translated nutrition education materials that are available throughout the country; and information sheets on Southeast Asian dietary practices and aspects of Indochinese cultures. These materials have been distributed to program personnel in the USDA Supplemental Food Programs (including the WIC Program and the

Commodity Supplemental Food Program) who are working with Southeast Asians. (See "Relevant Publications" below for information on how to obtain these materials.)

### Commodity Supplemental Food Program

The Commodity Supplemental Food Program (CSFP) is designed for essentially the same target group as WIC, serving pregnant, post partum and breast feeding women, and children under the age of six. Participants in this program are certified on the basis of low income; there is no required health screening for eligibility (although screening for nutritional risk is a state option). CSFP participants receive USDA-donated foods. At present, 26 counties or municipalities in 12 states offer this program.*/

CSFP participants are certified for a maximum of six months (except pregnant women, who are certified for the duration of their pregnancy). An average CSFP package for women and children includes non-fat dry milk, canned meat, canned vegetables, farina cereal, canned fruit, fruit juice, and peanut butter. Infant formula, fruit juice and rice cereal are provided for infants.

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*/ Counties and municipalities offering the Commodity Supplemental Food Program are:

San Francisco, CA
Conejos, CO
Costilla, CO
Denver, CO
Mesa, CO
Rio Grand, CO
Weld, CO
Washington, DC
Polk, IA
Warren, IA
Louisville, KY
Orleans, LA
Detroit, MI
Red Lake Indian Res., MN
Douglas, NE
Halifax, NC
Northampton, NC
Pine Ridge Indian Res., SD
Davidson, TN
Decatur, TN
Dyer, TN
Henry, TN
Obion, TN
Shelby, TN
Shelby Map South, TN
Weakley, TN

Applications for participation in the Commodity Supplemental Food Program are made either at county or municipal health departments, or at local departments of welfare or social services.

- Eligibility of Cuban and Haitian Entrants for Department of Agriculture Programs

Cuban and Haitian Entrants "(Status Pending)," post-October 10, 1980 arrivals, and Cubans and Haitians who are in exclusion or deportation proceedings,*/ are eligible to apply for the three United States Department of Agriculture programs listed in this section, on the same basis as other residents of the United States.

## Information Dissemination

Food Stamp Program offices, usually located in local or county welfare departments or departments of social services, provide information about the program. This information may include materials that have been translated into Cambodian, Chinese, Lao, Vietnamese and Spanish.

WIC and Commodity Supplemental Food Program offices, usually located in county or municipal departments of health, or in local social services or welfare departments, disseminate information to potential program participants. In addition, some of the WIC Program education materials developed for Indochinese refugees by the Minneapolis Health Department, as well as packets of "Southeast Asian American Nutrition Education Materials," have been distributed to state WIC Program staff and Commodity Supplemental Food Program offices throughout the U.S. (See "Relevant Publications" section below.)

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*/ These categories of Cuban and Haitian entrants are explained in the "Overview: Cuban and Haitian Entrants" section on pgs. 13F-13H.

## Relevant Publications

"USDA Food and Nutrition Programs", Indochinese Refugee Reports, Volume I, Number 24 (March 25, 1980). The Information Exchange Project, American Public Welfare Association, 1125 - 15th Street, NW, Suite 300, Washington, DC.

"Southeast Asian American Nutrition Education Materials". United States Department of Agriculture, Food and Nutrition Service, Washington, DC (September 1980). Copies may be obtained from Nancy Crane, Nutrition Technical Services Division, Food and Nutrition Service, USDA, Washington, DC 20250 (Tel. no.: (202) 447-8286).

Nutrition education materials and WIC information for Indochinese refugees, produced by the Minneapolis Health Department under a grant from the Federal WIC Program (see pg. 199A above) may be obtained by contacting state WIC Coordinators, usually located within state departments of health or human services.

# I. DEPARTMENT OF COMMERCE

## INTRODUCTION

Mainly because of the business orientation of its statutory responsibilities, and also because of the legal constraints under which it operates, the Department of Commerce has no refugee-specific assistance programs. However, the National Oceanic and Atmospheric Administration (NOAA), through its National Sea Grant College Program, has been providing indirect assistance for refugee resettlement concerning refugees, the fishing industry, and related employment in coastal communities.

Two other departmental agencies--the Minority Business Development Agency (MBDA) and the Economic Development Administration (EDA)--conduct programs which could be tapped to indirectly assist the integration of refugees into the economic life of the communities in which they have settled.

## I. NOAA NATIONAL SEA GRANT COLLEGE PROGRAM

### Contact Person

Robert J. Shephard
Associate Director, Marine Advisory Services
and Human Resources Division
Office of Sea Grant, SG3
6010 Executive Boulevard
Rockville, MD 20852
(301) 443-8886

### The Program

The objectives of the National Marine Advisory Service within NOAA/Sea Grant are:

- To transfer knowledge in a form that addresses problems or needs related to the resources of the oceans and Great Lakes;
- To encourage appropriate users to adopt this knowledge; and
- To stimulate others to carry out research to solve coastal and ocean problems.

Marine Advisory Service agents and specialists in the Gulf Coast states and in California have applied this mandate to provide information and services to the Indochinese immigrants who are settling in the coastal areas and getting involved in the fisheries and seafood industries. In California, in cooperation with the California Department of Fish and Game, two Sea Grant Marine Advisory agents prepared a short notice about tide pool laws and arranged to have it translated into seven Asian languages: Laotian, Cambodian, Vietnamese, Samoan, Korean, Chinese and Tagalog. These immigrants have come from cultures where there are no restrictions on harvesting fish and shellfish from the tidal zone, and have trouble understanding and adapting to the strict California laws regulating such activity. Some 18,000 leaflets were distributed by the Department of Fish and Game and by some 18 Asian immigrant assistance agencies.

In the Gulf Coast region, the relationship between American commercial fishermen and the Vietnamese fishermen and processing plant workers has been particularly sensitive. Marine Advisory agents have been working with the commercial and sports fishermen for many years, and are aware of the hard feelings generated among the Americans when they hear rumors that outsiders are getting special government services, especially when those rumors suggest that the services include training or money for boats and fishing gear. One of the major services the Marine Advisory agents are trying to perform is simply to spread the truth and to thus counteract the rumor mills. One effective service provided in the Gulf area has been the newsletters published in Vietnamese, which describe fishery laws and regulations, boating etiquette and "rules-of-the-road," sanitation, and American fishing customs. Also, agents have held workshops in processing plants to teach sanitation procedures to the Vietnamese working in the plants. A booklet of sanitation tips has also been published in both English and Vietnamese.

These are examples of the kinds of services routinely available through the National Sea Grant College Program's Marine Advisory Service. In all coastal areas where refugees are settling, Marine Advisory Agents are available with workshops, printed materials, and other forms of assistance to help immigrants become self-sufficient and enter the community mainstream.

## 2. MINORITY BUSINESS DEVELOPMENT AGENCY

### Contact Person

Roy Mixon
MBDA, Room 5701
U.S. Department of Commerce
Washington, DC 20230
(202) 377-5217

### The Program

MBDA coordinates efforts of the federal government toward establishing, preserving, and strengthening minority businesses. It promotes the mobilization of resources of public and private, state and local organizations and institutions toward the growth of minority business, coordinating the efforts of these groups with those of the federal government.

MBDA administers the National Minority Business Enterprises Program through a nationwide network of business assistance organizations which receive MBDA contracts or grants to provide management and technical assistance to existing and potential businesses owned or controlled by minorities.

Minorities eligible for MBDA direct assistance programs primarily include blacks, Hispanic Americans, American Indians, Eskimos, Aleuts and Asian Americans. Thus, Indochinese refugees may qualify to receive MBDA business assistance when they have become citizens and are determined to be "socially or economically disadvantaged persons." However, applicants for assistance must meet minimum program or project criteria, such as employing at least 5 persons and having a minimum capital base of $150,000.

In 1978, the Minority Business Development Agency of the Department of Commerce agreed to fund (under $10,000) an unsolicited research proposal from the New TransCentury Foundation. The proposal sought to assess and make recommendations on possible new economic and social opportunities for Americans and Indochinese on the Texas Gulf Coast, and possible actions the Commerce Department could take to facilitate the opening of these new opportunities. On October 15, 1979, TransCentury submitted its report entitled, "New Economic and Social Opportunities for Americans and Indochinese on the Texas Gulf Coast." The report recommended that the federal government should:

- Provide cross-cultural education and community training; and
- Assist in the development of new and under-utilized fisheries.

The report, and agency response to it, identified a host of alternative fishing-related industries. Most important, the report outlined a general program direction for the Department of Commerce.

The Minority Business Development Agency partially implemented TransCentury's recommendations. Consequently, Dr. Nguyen Van Chau of Beaumont, Texas, received $50,000 from the Department of Commerce for a demonstration project ("Refugee Business Counseling Pilot Program") aimed at providing technical assistance to Indochinese refugees to enable them to avoid crowded industries such as crabbing and shrimping, and to pursue alternative fishing-related industries that are relatively uncrowded or competitive, such as offshore fishing, near-shore fishing of so-called "trash" fish, processing, and fish farming which, in turn, would also contribute to new employment and local economic development.

## 3. ECONOMIC DEVELOPMENT ADMINISTRATION

Contact Person

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EDA-Room 7830
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The Economic Development Administration helps communities in economically lagging areas to plan and finance programs to create jobs, increase incomes and strengthen tax bases through industrial and commercial growth.

EDA conducts a variety of programs to help create and retain jobs and opportunities in private enterprise.

In order to target federal financial assistance to the creation of private sector jobs in places of greatest need, most EDA assistance is available in areas experiencing such problems as high unemployment, low income, or sudden and severe economic dislocations. Such areas become eligible for a range of EDA tools if they meet statistical requirements and prepare an acceptable Overall Economic Development Program or Economic Adjustment Plan. These documents, which include a summary of local needs, resources and goals, serve as a guide for growth or adjustment. Projects receiving EDA financial support must be consistent with the area's Overall Economic Development Program or Economic Adjustment Plan, and must be designed to enhance the economic development of the entire community rather than being directed at aiding a specific group, such as refugees. Thus, to a large extent, EDA (as well as MBDA) must wait for local communities and groups to approach them with economic development proposals before their resources can be tapped.

## The Programs

Listed below are selected programs that might be available to local communities for projects that would benefit the entire community and, indirectly, its refugee population.

### (i.) Public Works Grants

The EDA programs include grants to help build public facilities essential to industrial and commercial growth. Typical projects are industrial parks, access roads, water and sewer lines and port and airport terminal development. While the basic thrust of the EDA public facilities program is aimed at the creation of permanent jobs in businesses and plants supported by the federal government, the agency also makes grants to help create immediate jobs in the construction of useful public facilities in areas of high unemployment. These labor-intensive projects are often designed to refurbish existing buildings for prolonged use and for energy conservation.

### (ii.) Private Sector Investment

EDA's Private Sector Investment Program consists of direct federal loans and the guarantee of private loans. The loans may be used for working capital to maintain and expand operations or for fixed assets such as the purchase of land, construction of plants, and the purchase and installation of machinery and equipment.

Financial assistance is made available to private businesses under provisions of both the Public Works and Economic Development Act of 1965, as amended, and the Trade Act of 1974. Before a business can receive Trade Act assistance, it must be certified as eligible because it has been hurt by imports, and it must prepare a Trade Adjustment Proposal detailing how it intends to recover from its problems.

### (iii.) Planning

EDA makes planning grants to help local units of government pay the administrative costs of economic development staffs. Recipients of planning grants may represent an area such as a county, a neighborhood or community, a group of counties organized into a district, a city or a state. EDA's planning program underscores the importance of coordinating public and private investments in economic development and in developing local capacity to relate planning to decision-making and the budget process.

### (iv.) Technical Assistance

The EDA technical assistance program is geared to help local communities develop available resources and expertise in economic development. EDA provides technical assistance grants for studies to help determine the economic feasibility of resource development to create jobs. Technical assistance grants also are made to regional and national organizations to support institutional structures capable of addressing widespread problems.

Thirty-two economic development centers sponsored by colleges and universities receive financial support from EDA's technical assistance program. The university centers provide management and technical assistance to businesses and communities, and serve as strong links between the business community and academia.

### (v.) Office of Special Projects

A comprehensive program to develop and implement innovative economic development activities in selected urban and rural areas with large numbers of chronically disadvantaged residents is conducted by EDA's Office of Special Projects. This Office uses the various EDA programs to support the economic development activities of community-based organizations in concert with local units of government.

## J. COMMUNITY SERVICES ADMINISTRATION

/ Contact Person /

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For contact persons at the 10 regional CSA offices, see Appendix J.

### The Program

The Community Services Administration's (CSA) overall purpose is to work toward the reduction of poverty in America by helping low-income families and individuals attain economic self-sufficiency. The basic technique of CSA's anti-poverty programs is the combined use of federal, state, local and private funds in the organization and operation of the Community Action Program and other programs which are directed and overseen by locally selected boards.

CSA's Community Action Program (CAP) is the fundamental approach through which the agency seeks effective solutions to basic social and economic problems related to poverty. There are 884 CAP Community Action Agencies located in 2,210 of the nation's 3,141 counties. Additionally, approximately 2,000 limited-purpose CSA agencies lend support to the CAP program.

Eleven basic programs operate under the Community Action concept: Local Initiative; State Offices of Economic Opportunity; Senior Opportunities and Services; Community Food and Nutrition Programs; Energy Conservation and Winterization; Community Economic

Development; American Indian and Alaska Native Program; Migrant and Seasonal Farmworker Program; Rural Housing and Community Development; Demonstration Employment and Training Opportunity; and Special Demonstration Programs.

Of these programs, Local Initiative has been most involved in the assistance of refugees, Cuban and Haitian entrants, and communities heavily impacted by these groups. In general, Local Initiative funds are used to support activities at the local level to meet a wide range of needs of the poor. Local Initiative funds are appropriated at the discretion of local Community Action Agencies.

CSA also assists refugees and entrants and highly impacted communities through research and demonstration or national emphasis grants.

The following are examples of the use of CSA resources for refugee and entrant-related assistance:

- The Multi-Ethnic Communications Project, sponsored by Denver Opportunity, Inc. in Denver, Colorado, has been funded by a $125,000 CSA grant to build and develop communications, cooperation and better inter-group relations between Indochinese refugee groups and other ethnic minorities in the Denver area. The Project developed in response to the community conflict which occurred in the summer of 1980 between Indochinese refugees and members of the Spanish-speaking community.
- CSA has awarded an emergency grant of $150,000 to the Dade County (Florida) Community Action Program agency to establish services for the undocumented Haitians in the area. Such services are intended primarily to improve the Haitians' use of existing service delivery systems.

# VI.

# NATIONAL PRIVATE ORGANIZATIONS SUPPORTIVE OF DOMESTIC RESETTLEMENT

## A. AMERICAN IMMIGRATION AND CITIZENSHIP CONFERENCE

/ Contact Person /

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American Immigration and
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The American Immigration and Citizenship Conference (AICC) was founded in 1954 to promote a humanitarian and non-discriminatory immigration policy in the United States and to support orientation programs for newcomers to this country.

AICC is composed of 46 member organizations, including ethnic, social welfare, religious, civic and educational organizations, resettlement agencies, and 100 individual members. AICC has standing committees on Legislation, Administration, Education for Citizenship, Integration of Foreign Born, and Research and International Concerns. The Conference provides the means for:

- Cooperation and information exchange among its members;
- Continuing study of immigration and nationality laws, their administration, and current immigration and ethnic problems and issues; and
- Joint action by member organizations on specific issues and problems.

AICC holds an annual conference each April to address national immigrant and refugee policies and programs, current issues and concerns, and the future direction of resettlement policies in the United States. The conference is attended by 300-400 representatives of resettlement agencies, labor unions, social welfare organizations and refugee populations either directly or indirectly involved in refugee resettlement.

AICC sponsors additional seminars throughout the year, focusing on such issues as integration of ethnic groups and the problems of foreign students and other non-immigrant visa holders. Workshops on relevant national legislation are also held.

Since its inception, AICC has published studies on U.S. migration and immigration policies, an orientation manual for immigrants entering the U.S., informational materials on the needs and problems of different ethnic groups coming into this country, and bilingual brochures for those preparing to migrate to the U.S. AICC has worked extensively with foreign-trained professionals (doctors, lawyers, social workers, etc.) arriving in the U.S. to help them meet U.S. practice and credentialing requirements.

AICC is beginning a study of ethnic and fraternal organizations active in resettlement, and is also in the process of publishing a resource manual for ESL programs. In addition to these projects, the Conference publishes a monthly newsletter that covers the activities of immigration and refugee-related organizations, as well as the federal government, and news of pertinent publications and conferences in the immigration field.

## Publications

- AICC News, monthly newsletter to members
- Orientation of Newcomers to the U.S.
- "Resource Manual for Teachers of Non-English Speaking Adults"
- "New Immigrants and the New Ethnicity"
- "The United States and the Migration Process"
- "Guide to Practice Requirements for Foreign-Trained Professionals" (English/Spanish)
- "Immigrating to the United States" (English/Russian)
- "Chinese Newcomers to the United States"

## B. AMERICAN REFUGEE COMMITTEE

/ Contact Persons /

### NATIONAL OFFICE

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### LOCAL OFFICES

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The American Refugee Committee (ARC) was created in 1979 to broaden the Indochinese refugee sponsor program by involving the private sector to augment the existing programs of the voluntary agencies.

On a national level, ARC has promoted legislation increasing the number of refugees entering the United States and continues to stimulate a working relationship between the government and the private sector. The American Refugee Committee's national and local offices work closely with large and small corporations which donate materials, time and funds toward recruiting sponsors, who are then referred to area voluntary agencies. The national office also works in various communities throughout the country where ARC does not have local offices to stimulate local sponsorship.

The local offices publish orientation handbooks for sponsors; some produce additional resource materials and hold sponsor workshops. Each office works to involve its local private sector in providing services to refugees. For example, a local hospital in Washington, D.C. has donated office space for a pediatric clinic, at which four area physicians contribute their services. A Minneapolis business leader has contributed the use of a warehouse in which ARC stores clothing, beds, kitchen utensils and similar essential items needed by refugees upon their arrival. Funding to maintain the offices and for special projects is sought from private sources only--foundations, businesses and individuals.

## C. INDOCHINA REFUGEE ACTION CENTER

/ Contact Person /

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The Indochina Refugee Action Center (IRAC) was created by two foundations in July 1979 to determine the most pressing needs of Indochinese refugees and to provide basic information services to persons actively involved in refugee resettlement. IRAC is a private, non-profit organization which receives primarily foundation funds and some government grants and contracts to provide information and program development assistance to public and private agencies involved in the resettlement of Indochinese refugees.

From October 1979 through January 1980, IRAC provided the coordination and staff capability to a Domestic Resettlement Planning Project. This project brought together Indochinese refugees, national and local leaders of voluntary resettlement agencies, federal officials, and state refugee program and community resettlement leaders to identify the key programmatic needs concerning the domestic resettlement of Indochinese refugees. This process resulted in a set of proposals presented to the federal government and foundations in January 1980 in the following areas:

- Refugee Data Collection and Data Analysis;
- A national Orientation Resource Center for Refugees and Sponsors;
- Training and Technical Assistance for Indochinese Mutual Assistance Associations;
- Community-Based Information and Cultural Centers for Indochinese People;
- Information, Training, and Technical Assistance at the Community Level for Resettlement Agencies and Other Service Providers; and
- A Refugee Information and Support Center to help national and local leadership deal with refugee problems and provide a mechanism for rapid crisis intervention when necessary.

In December 1979 IRAC created the "Cambodia Crisis Center" to gather and disseminate information on the Cambodian famine situation and to help mobilize the American private sector in support of the relief effort for Cambodia. In this regard the Cambodia Crisis Center has been the staff support to the National Cambodia Crisis Committee, a group of 150 prominent Americans established at the White House on January 29, 1980.*/

Since January, IRAC has worked with federal agencies, voluntary resettlement agencies, and Indochinese groups to help assure that these needs are met, and has facilitated a series of meetings to help the UNHCR and the Department of State develop guidelines and program specifications for ESL and orientation classes for refugees in first asylum camps in Southeast Asia.

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*/ The Cambodia Crisis Center is administered by IRAC, but is a wholly separate operation with its own director, funding, staff, offices, etc.

IRAC is currently working with the Department of Health and Human Services to develop models for local refugee service programs by using the expertise of experienced resettlement workers (See "Practitioner Workshops" under the National Demonstration Project Section), and with the Office of the U.S. Coordinator for Refugee Affairs to hold five regional conferences in FY '81 in areas of the U.S. which have large refugee populations. The regional conferences will be held in Seattle, Los Angeles, Philadelphia, Chicago and Houston.

IRAC continues to seek to help the existing resettlement structure in the United States respond to the growing impact of international refugee issues and domestic resettlement by building the capacity of existing organizations to respond to the growing crises.

## Publications

IRAC has produced a number of issue papers and various publications, including:

- Issues of Cambodia: Countdown and Cambodian Action Update
- "Statistical Update on Indochina Refugee Situation." dated September 24, 1980
- "The Indochinese Mutual Assistance Associations"
- "Special Report: Physical and Emotional Health Care Needs of Indochinese Refugees"
- "A Description and Directory of National Organizations and People Involved in the Processing and Resettlement of Indochinese Refugees in America"

## D. NATIONAL COALITION FOR REFUGEE RESETTLEMENT

/ Contact Person /

Norman Lourie
Chairman
c/o Secretariat
National Conference on Social Welfare
Jack Hansan
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This coalition of organizations was orginally called the National Coalition for Effective Resettlement of Indochinese Refugees, and was created in 1977 to contribute to the development and implementation of sound refugee resettlement policies in the United States. Members of the Coalition now include: voluntary resettlement agencies; national public interest groups and other national groups whose constituencies engage in refugee resettlement; and state and local governments.

The National Coalition for Refugee Resettlement (NCRR) works to achieve its objective by:

- Providing a means for informal communication between major public and private groups concerned with refugee issues;
- Acting as a channel of communication between coalition members and federal authorities; and
- Conducting regular meetings to sort out recommendations on current issues, including policy and operational problems.

In its three-and-a-half year history, the Coalition has

- Acted to bring to the attention of public officials the special problems of resettlement of unaccompanied minors and similar issues;

- Promoted and assisted in the development and passage of relevant legislation and appropriations, including the Refugee Act of 1980;
- Consulted with federal authorities and voluntary agencies concerning ways to make the current resettlement program more effective;
- Initiated the founding of Refugee Reports, a newsletter published by the American Public Welfare Association;
- Organized and coordinated sessions at its national and local conferences to find ways to improve conditions for resettlement of Indochinese refugees and to exchange information; and
- Organized a major conference in June 1979 to aid in the passage of the Refugee Act.

A Steering Committee is comprised of the chairperson and one representative from each major membership sector. Task forces and special committees are established as needed to address specific issues and problems. Secretariat services are provided by the National Conference on Social Welfare.

The Office of Refugee Resettlement has recently awarded a grant to the National Conference on Social Welfare to strengthen its secretariat services provided to NCRR. The project will also arrange a series of meetings between ORR staff and principal program operators from state and local governments. These meetings will be designed to assist ORR in its responsibility to develop and implement program regulations governing refugee assistance programs.

In addition, project staff will visit several states to study and assess the problems, strengths and issues associated with the development of state plans for refugee resettlement, as required by the Refugee Act of 1980.

For additional information, please see Section V B(i) under the National Demonstration Projects.

## E. UNITED STATES COMMITTEE FOR REFUGEES

**Contact Person**

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**Program**

The U.S. Committee for Refugees has been in existence since 1958. It is affiliated with the American Council for Nationalities Service (see Section IV. A (1)), sharing an executive director, resources and office space.

The primary tasks of the U.S. Committee for Refugees are to provide information and focus attention on the national and international refugee situation, the needs of refugees, and the private and public sectors' responses to those needs. The Committee publishes an annual World Refugee Survey, which covers current worldwide refugee issues and provides useful statistical information. The Committee also provides background information sheets and photographs, and operates a referral service for the media and general public.

This year the Committee is undertaking a comparative survey of the expenditures all nations are making -- through the United Nations and bilaterally -- for refugee assistance programs overseas and in their own countries.

**Publication**

World Refugee Survey (yearly). Single copies, $4; orders of three or more copies, $3 each (postpaid).

# VII.
# SOURCES OF INFORMATION

## SOURCES OF INFORMATION

### BOOKS, ARTICLES, REPORTS:

### Refugee Resettlement in the U.S. - General

*Refugee Resettlement in the U.S.: Time for a New Focus* by Julia Vadala Taft, David S. North and David A. Ford. New Transcentury Foundation, Washington, DC. July 31, 1979.

*1980 World Refugee Survey*, U.S. Committee for Refugees, 20 West 40th Street, New York, NY 10018.

"Global Refugee Problems", U.S. Department of State. Bureau of Public Affairs, Washington, DC. Current Policy No. 178. April 30, 1980.

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*The Indochinese Exodus: A Humanitarian Dilemma*. Report to the Congress by the Comptroller General. U.S. General Accounting Office. April 24, 1979.

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"Indochinese Refugee Exodus: Causes, Impact, Prospects". Congressional Research Service, Library of Congress (by Marjorie Niehaus). Issue Brief No. IB79079. June 9, 1980.

*Description and Directory of National Organizations Involved in the Processing and Resettlement of Indochinese Refugees in America*. Indochina Refugee Action Center. 1025 - 15th Street, NW, Suite 600, Washington, DC 20005.

Publications of National Indochinese Clearinghouse, Center for Applied Linguistics, 3520 Prospect Street, NW, Washington, DC 20007 -- including "A Manual for Indochinese Refugee Education", Glimpses of H'mong History and Culture", and other publications on education, language and cultures of the Indochinese refugees.

Montero, Darrel. *Vietnamese Americans: Patterns of Resettlement and Socioeconomic Adaptation in the U.S.* Westview Press, Boulder, Colorado. 1979.

Wain, Barry. "The Indochina Refugee Crisis". Foreign Affairs. Fall 1979.

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## Cuban and Haitian Refugees

Rogg, Eleanor Meyer. The Assimilation of Cuban Exiles: The Role of Community and Class. New York, Aberdeen Press. 1974.

"Refugees in the United States: The Cuban Emigration Crisis" (by Charlotte Moore). Congressional Research Service, Library of Congress. Issue Brief No. IB80063. May 19, 1980.

"Cuban-Haitian Arrivals in the U.S." U.S. Department of State, Bureau of Public Affairs. Washington, DC. Current Policy No. 193. June 20, 1980.

## Soviet Refugees

Report to Congress: U.S. Assistance Provided for Resettling Soviet Refugees. U.S. Comptroller General. General Accounting Office. Washington, DC. June 20, 1977.

Edelman, Joseph. "Soviet Jews in the United States: A Profile", American Jewish Year Book - 1977. American Jewish Committee. New York City, 1977.

# PERIODICALS CONCERNING REFUGEE RESETTLEMENT IN THE U. S.

A. I. C. C. News. American Immigration and Citizenship Conference, 20 West 40th Street, New York, NY 10018.

International Migration Review. Center for Migration Studies, 209 Flagg Place, Staten Island, NY 10304.

Interpreter Releases. American Council for Nationalities Service, 20 West 40th Street, New York, NY 10018.

LIRS Bulletin. Lutheran Immigration and Refugee Service, Division of Mission and Ministry, Lutheran Council in the U. S. A., 360 Park Avenue South, New York, NY 10010.

Refugees and Human Rights Newsletter. Immigration and Refugee Program, Division of Overseas Ministries, Church World Service, 475 Riverside Drive, New York, NY 10027.

Refugee Reports. Information Exchange Project, American Public Welfare Association, 1125 - 15th Street, NW, Washington, D. C. 20005.

# VIII.
# APPENDICES

PUBLIC LAW 96-212—MAR. 17, 1980

# REFUGEE ACT OF 1980

59-139 O - 80 (32)

Public Law 96-212
96th Congress

## An Act

Mar. 17, 1980
[S. 643]

To amend the Immigration and Nationality Act to revise the procedures for the admission of refugees, to amend the Migration and Refugee Assistance Act of 1962 to establish a more uniform basis for the provision of assistance to refugees, and for other purposes.

Refugee Act of 1980.
8 USC 1101 note.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That this Act may be cited as the "Refugee Act of 1980".

## TITLE I—PURPOSE

8 USC 1521 note.

SEC. 101. (a) The Congress declares that it is the historic policy of the United States to respond to the urgent needs of persons subject to persecution in their homelands, including, where appropriate, humanitarian assistance for their care and maintenance in asylum areas, efforts to promote opportunities for resettlement or voluntary repatriation, aid for necessary transportation and processing, admission to this country of refugees of special humanitarian concern to the United States, and transitional assistance to refugees in the United States. The Congress further declares that it is the policy of the United States to encourage all nations to provide assistance and resettlement opportunities to refugees to the fullest extent possible.

(b) The objectives of this Act are to provide a permanent and systematic procedure for the admission to this country of refugees of special humanitarian concern to the United States, and to provide comprehensive and uniform provisions for the effective resettlement and absorption of those refugees who are admitted.

## TITLE II—ADMISSION OF REFUGEES

SEC. 201. (a) Section 101(a) of the Immigration and Nationality Act (8 U.S.C. 1101(a)) is amended by adding after paragraph (41) the following new paragraph:

"Refugee."

"(42) The term 'refugee' means (A) any person who is outside any country of such person's nationality or, in the case of a person having no nationality, is outside any country in which such person last habitually resided, and who is unable or unwilling to return to, and is unable or unwilling to avail himself or herself of the protection of, that country because of persecution or a well-founded fear of persecution on account of race, religion, nationality, membership in a particular social group, or political opinion, or (B) in such special circumstances as the President after appropriate consultation (as defined in section 207(e) of this Act) may specify, any person who is within the country of such person's nationality or, in the case of a person having no nationality, within the country in which such person is habitually residing, and who is persecuted or who has a well-founded fear of persecution on account of race, religion, nationality, membership in a particular social group, or political opinion. The term 'refugee' does not include any person who ordered, incited, assisted, or otherwise participated in the persecution of any person on

*Post*, p. 103.

account of race, religion, nationality, membership in a particular social group, or political opinion.".

(b) Chapter 1 of title II of such Act is amended by adding after section 206 (8 U.S.C. 1156) the following new sections:

### "ANNUAL ADMISSION OF REFUGEES AND ADMISSION OF EMERGENCY SITUATION REFUGEES

Entry, numerical limitations. 8 USC 1157.

"SEC. 207. (a)(1) Except as provided in subsection (b), the number of refugees who may be admitted under this section in fiscal year 1980, 1981, or 1982, may not exceed fifty thousand unless the President determines, before the beginning of the fiscal year and after appropriate consultation (as defined in subsection (e)), that admission of a specific number of refugees in excess of such number is justified by humanitarian concerns or is otherwise in the national interest.

"(2) Except as provided in subsection (b), the number of refugees who may be admitted under this section in any fiscal year after fiscal year 1982 shall be such number as the President determines, before the beginning of the fiscal year and after appropriate consultation, is justified by humanitarian concerns or is otherwise in the national interest.

"(3) Admissions under this subsection shall be allocated among refugees of special humanitarian concern to the United States in accordance with a determination made by the President after appropriate consultation.

Emergency conditions.

"(b) If the President determines, after appropriate consultation, that (1) an unforeseen emergency refugee situation exists, (2) the admission of certain refugees in response to the emergency refugee situation is justified by grave humanitarian concerns or is otherwise in the national interest, and (3) the admission to the United States of these refugees cannot be accomplished under subsection (a), the President may fix a number of refugees to be admitted to the United States during the succeeding period (not to exceed twelve months) in response to the emergency refugee situation and such admissions shall be allocated among refugees of special humanitarian concern to the United States in accordance with a determination made by the President after the appropriate consultation provided under this subsection.

Attorney General's authority.

"(c)(1) Subject to the numerical limitations established pursuant to subsections (a) and (b), the Attorney General may, in the Attorney General's discretion and pursuant to such regulations as the Attorney General may prescribe, admit any refugee who is not firmly resettled in any foreign country, is determined to be of special humanitarian concern to the United States, and is admissible (except as otherwide provided under paragraph (3)) as an immigrant under this Act.

Spouse or child, admission status. 8 USC 1101. *Ante*, p. 102.

"(2) A spouse or child (as defined in section 101(b)(1) (A), (B), (C), (D), or (E)) of any refugee who qualifies for admission under paragraph (1) shall, if not otherwise entitled to admission under paragraph (1) and if not a person described in the second sentence of section 101(a)(42), be entitled to the same admission status as such refugee if accompanying, or following to join, such refugee and if the spouse or child is admissible (except as otherwise provided under paragraph (3)) as an immigrant under this Act. Upon the spouse's or child's admission to the United States, such admission shall be charged against the numerical limitation established in accordance with the appropriate subsection under which the refugee's admission is charged.

Waiver.
8 USC 1182.

"(3) The provisions of paragraphs (14), (15), (20), (21), (25), and (32) of section 212(a) shall not be applicable to any alien seeking admission to the United States under this subsection, and the Attorney General may waive any other provision of such section (other than paragraph (27), (29), or (33) and other than so much of paragraph (23) as relates to trafficking in narcotics) with respect to such an alien for humanitarian purposes, to assure family unity, or when it is otherwise in the public interest. Any such waiver by the Attorney General shall be in writing and shall be granted only on an individual basis following an investigation. The Attorney General shall provide for the annual reporting to Congress of the number of waivers granted under this paragraph in the previous fiscal year and a summary of the reasons for granting such waivers.

Report to Congress.

"(4) The refugee status of any alien (and of the spouse or child of the alien) may be terminated by the Attorney General pursuant to such regulations as the Attorney General may prescribe if the Attorney General determines that the alien was not in fact a refugee within the meaning of section 101(a)(42) at the time of the alien's admission.

*Ante*, p. 102.

Report to congressional committees.

"(d)(1) Before the start of each fiscal year the President shall report to the Committees on the Judiciary of the House of Representatives and of the Senate regarding the foreseeable number of refugees who will be in need of resettlement during the fiscal year and the anticipated allocation of refugee admissions during the fiscal year. The President shall provide for periodic discussions between designated representatives of the President and members of such committees regarding changes in the worldwide refugee situation, the progress of refugee admissions, and the possible need for adjustments in the allocation of admissions among refugees.

Consultation, publication in Congressional Record.

"(2) As soon as possible after representatives of the President initiate appropriate consultation with respect to the number of refugee admissions under subsection (a) or with respect to the admission of refugees in response to an emergency refugee situation under subsection (b), the Committees on the Judiciary of the House of Representatives and of the Senate shall cause to have printed in the Congressional Record the substance of such consultation.

Proposed determination, review hearing.

"(3)(A) After the President initiates appropriate consultation prior to making a determination under subsection (a), a hearing to review the proposed determination shall be held unless public disclosure of the details of the proposal would jeopardize the lives or safety of individuals.

"(B) After the President initiates appropriate consultation prior to making a determination, under subsection (b), that the number of refugee admissions should be increased because of an unforeseen emergency refugee situation, to the extent that time and the nature of the emergency refugee situation permit, a hearing to review the proposal to increase refugee admissions shall be held unless public disclosure of the details of the proposal would jeopardize the lives or safety of individuals.

"Appropriate consultation."

"(e) For purposes of this section, the term 'appropriate consultation' means, with respect to the admission of refugees and allocation of refugee admissions, discussions in person by designated Cabinet-level representatives of the President with members of the Committees on the Judiciary of the Senate and of the House of Representatives to review the refugee situation or emergency refugee situation, to project the extent of possible participation of the United States therein, to discuss the reasons for believing that the proposed admission of refugees is justified by humanitarian concerns or grave humanitarian concerns or is otherwise in the national interest, and to provide such members with the following information:

"(1) A description of the nature of the refugee situation.

"(2) A description of the number and allocation of the refugees to be admitted and an analysis of conditions within the countries from which they came.

"(3) A description of the proposed plans for their movement and resettlement and the estimated cost of their movement and resettlement.

"(4) An analysis of the anticipated social, economic, and demographic impact of their admission to the United States.

"(5) A description of the extent to which other countries will admit and assist in the resettlement of such refugees.

"(6) An analysis of the impact of the participation of the United States in the resettlement of such refugees on the foreign policy interests of the United States.

"(7) Such additional information as may be appropriate or requested by such members.

To the extent possible, information described in this subsection shall be provided at least two weeks in advance of discussions in person by designated representatives of the President with such members.

### "ASYLUM PROCEDURE

8 USC 1158.

"SEC. 208. (a) The Attorney General shall establish a procedure for an alien physically present in the United States or at a land border or port of entry, irrespective of such alien's status, to apply for asylum, and the alien may be granted asylum in the discretion of the Attorney General if the Attorney General determines that such alien is a refugee within the meaning of section 101(a)(42)(A).

*Ante*, p. 102.

Termination.

"(b) Asylum granted under subsection (a) may be terminated if the Attorney General, pursuant to such regulations as the Attorney General may prescribe, determines that the alien is no longer a refugee within the meaning of section 101(a)(42)(A) owing to a change in circumstances in the alien's country of nationality or, in the case of an alien having no nationality, in the country in which the alien last habitually resided.

Spouse or child, status.
8 USC 1101.

"(c) A spouse or child (as defined in section 101(b)(1) (A), (B), (C), (D), or (E)) of an alien who is granted asylum under subsection (a) may, if not otherwise eligible for asylum under such subsection, be granted the same status as the alien if accompanying, or following to join, such alien.

### "ADJUSTMENT OF STATUS OF REFUGEES

8 USC 1159.
*Ante*, p. 103.

"SEC. 209. (a)(1) Any alien who has been admitted to the United States under section 207—

"(A) whose admission has not been terminated by the Attorney General pursuant to such regulations as the Attorney General may prescribe,

"(B) who has been physically present in the United States for at least one year, and

"(C) who has not acquired permanent resident status,

shall, at the end of such year period, return or be returned to the custody of the Service for inspection and examination for admission to the United States as an immigrant in accordance with the provisions of sections 235, 236, and 237.

8 USC 1225, 1226, 1227.

Permanent residence, admission conditions.

"(2) Any alien who is found upon inspection and examination by an immigration officer pursuant to paragraph (1) or after a hearing before a special inquiry officer to be admissible (except as otherwise provided under subsection (c)) as an immigrant under this Act at the time of the alien's inspection and examination shall, notwithstanding any numerical limitation specified in this Act, be regarded as lawfully admitted to the United States for permanent residence as of the date of such alien's arrival into the United States.

*Ante*, p. 103.

"(b) Not more than five thousand of the refugee admissions authorized under section 207(a) in any fiscal year may be made available by the Attorney General, in the Attorney General's discretion and under such regulations as the Attorney General may prescribe, to adjust to the status of an alien lawfully admitted for permanent residence the status of any alien granted asylum who—

"(1) applies for such adjustment,

"(2) has been physically present in the United States for at least one year after being granted asylum,

"(3) continues to be a refugee within the meaning of section 101(a)(42)(A) or a spouse or child of such a refugee,

"(4) is not firmly resettled in any foreign country, and

"(5) is admissible (except as otherwise provided under subsection (c)) as an immigrant under this Act at the time of examination for adjustment of such alien.

Alien's admission record.

Upon approval of an application under this subsection, the Attorney General shall establish a record of the alien's admission for lawful permanent residence as of the date one year before the date of the approval of the application.

8 USC 1182.

"(c) The provisions of paragraphs (14), (15), (20), (21), (25), and (32) of section 212(a) shall not be applicable to any alien seeking adjustment of status under this section, and the Attorney General may waive any other provision of such section (other than paragraph (27), (29), or (33) and other than so much of paragraph (23) as relates to trafficking in narcotics) with respect to such an alien for humanitarian purposes, to assure family unity, or when it is otherwise in the public interest.".

(c) The table of contents of such Act is amended by inserting after the item relating to section 206 the following new items:

"Sec. 207. Annual admission of refugees and admission of emergency situation refugees.
"Sec. 208. Asylum procedure.
"Sec. 209. Adjustment of status of refugees.".

Sec. 202. Section 211 of the Immigration and Nationality Act (8 U.S.C. 1181) is amended—

(1) by inserting "and subsection (c)" in subsection (a) after "Except as provided in subsection (b)"; and

(2) by adding at the end thereof the following new subsection:

"(c) The provisions of subsection (a) shall not apply to an alien whom the Attorney General admits to the United States under section 207.".

Sec. 203. (a) Subsection (a) of section 201 of the Immigration and Nationality Act (8 U.S.C. 1151) is amended to read as follows:

8 USC 1101.

*Ante*, p. 105.

"(a) Exclusive of special immigrants defined in section 101(a)(27), immediate relatives specified in subsection (b) of this section, and aliens who are admitted or granted asylum under section 207 or 208, the number of aliens born in any foreign state or dependent area who may be issued immigrant visas or who may otherwise acquire the status of an alien lawfully admitted to the United States for permanent residence, shall not in any of the first three quarters of any fiscal year exceed a total of seventy-two thousand and shall not in any fiscal year exceed two hundred and seventy thousand.".

(b) Section 202 of such Act (8 U.S.C. 1152) is amended—

(1) by striking out "and the number of conditional entries" in subsection (a);

(2) by striking out "(8)" in subsection (a) and inserting in lieu thereof "(7)";

(3) by striking out "or conditional entries" and "and conditional entries" in subsection (e);

(4) by striking out "20 per centum" in subsection (e)(2) and inserting in lieu thereof "26 per centum";

(5) by striking out paragraph (7) of subsection (e);

(6) by striking out "(7)" in paragraph (8) of subsection (e) and inserting in lieu thereof "(6)"; and

(7) by redesignating paragraph (8) of subsection (e) as paragraph (7).

(c) Section 203 of such Act (8 U.S.C. 1153) is amended—

(1) by striking out "or their conditional entry authorized, as the case may be," in subsection (a);

(2) by striking out "20 per centum" in subsection (a)(2) and inserting in lieu thereof "26 per centum";

(3) by striking out paragraph (7) of subsection (a);

(4) by striking out "and less the number of conditional entries and visas available pursuant to paragraph (7)" in subsection (a)(8);

(5) by striking out "or to conditional entry under paragraphs (1) through (8)" in subsection (a)(9) and inserting in lieu thereof "under paragraphs (1) through (7)";

(6) by redesignating paragraphs (8) and (9) of subsection (a) as paragraphs (7) and (8), respectively;

(7) by striking out "(7)" in subsection (d) and inserting in lieu thereof "(6)"; and

(8) by striking out subsections (f), (g), and (h).

(d) Sections 212(a)(14), 212(a)(32), and 244(d) of such Act (8 U.S.C. 1182(a)(14), 1182(a)(32), 1254(d)) are each amended by striking out "section 203(a)(8)" and inserting in lieu thereof "section 203(a)(7)".

(e) Subsection (h) of section 243 of such Act (8 U.S.C. 1253) is amended to read as follows:

Deportation.
8 USC 1251.

"(h)(1) The Attorney General shall not deport or return any alien (other than an alien described in section 241(a)(19)) to a country if the Attorney General determines that such alien's life or freedom would be threatened in such country on account of race, religion, nationality, membership in a particular social group, or political opinion.

"(2) Paragraph (1) shall not apply to any alien if the Attorney General determines that—

"(A) the alien ordered, incited, assisted, or otherwise participated in the persecution of any person on account of race, religion, nationality, membership in a particular social group, or political opinion;

"(B) the alien, having been convicted by a final judgment of a particularly serious crime, constitutes a danger to the community of the United States;

"(C) there are serious reasons for considering that the alien has committed a serious nonpolitical crime outside the United States prior to the arrival of the alien in the United States; or

"(D) there are reasonable grounds for regarding the alien as a danger to the security of the United States.".

(f) Section 212(d)(5) of such Act (8 U.S.C. 1182(d)(5)) is amended—

(1) by inserting "(A)" after "(5)";

(2) by inserting ", except as provided in subparagraph (B)," after "Attorney General may"; and

(3) by adding at the end thereof the following new subparagraph:

Parole into United States.

"(B) The Attorney General may not parole into the United States an alien who is a refugee unless the Attorney General determines that compelling reasons in the public interest with respect to that particular alien require that the alien be paroled into the United States rather than be admitted as a refugee under section 207.".

*Ante*, p. 103.

(g) Section 5 of Public Law 95-412 (8 U.S.C. 1182 note) is amended by striking out "September 30, 1980" and inserting in lieu thereof "April 1, 1980".

8 USC 1153 note.
8 USC 1101 note.
8 USC 1153.

(h) Any reference in any law (other than the Immigration and Nationality Act or this Act) in effect on April 1, 1980, to section 203(a)(7) of the Immigration and Nationality Act shall be deemed to be a reference to such section as in effect before such date and to sections 207 and 208 of the Immigration and Nationality Act.

*Ante*, p. 105.

8 USC 1255 note.

(i) Section 203(g) of such Act (8 U.S.C. 1153(g)), section 101(a)(3) of Public Law 95-145, and the first section of Public Law 89-732 are each amended by striking out "two years" and inserting in lieu thereof "one year".

Effective date.
8 USC 1101 note.

SEC. 204. (a) Except as provided in subsections (b) and (c), this title and the amendments made by this title shall take effect on the date of the enactment of this Act, and shall apply to fiscal years beginning with the fiscal year beginning October 1, 1979.

*Ante*, p. 103.
*Ante*, p. 106.

(b)(1)(A) Section 207(c) of the Immigration and Nationality Act (as added by section 201(b) of this Act) and the amendments made by subsections (b), (c), and (d) of section 203 of this Act shall take effect on April 1, 1980.

(B) The amendments made by section 203(f) shall apply to aliens paroled into the United States on or after the sixtieth day after the date of the enactment of this Act.

(C) The amendments made by section 203(i) shall take effect immediately before April 1, 1980.

*Ante*, p. 105.

(2) Notwithstanding sections 207(a) and 209(b) of the Immigration and Nationality Act (as added by section 201(b) of this Act), the fifty thousand and five thousand numerical limitations specified in such respective sections shall, for fiscal year 1980, be equal to 25,000 and 2,500, respectively.

(3) Notwithstanding any other provision of law, for fiscal year 1980—

8 USC 1151.

(A) the fiscal year numerical limitation specified in section 201(a) of the Immigration and Nationality Act shall be equal to 280,000, and

8 USC 1153, 1152.

(B) for the purpose of determining the number of immigrant visas and adjustments of status which may be made available under sections 203(a)(2) and 202(e)(2) of such Act, the granting of a conditional entry or adjustment of status under section 203(a)(7) or 202(e)(7) of such Act after September 30, 1979, and before April 1, 1980, shall be considered to be the granting of an immigrant visa under section 203(a)(2) or 202(e)(2), respectively, of such Act during such period.

Conditional entrant status.
*Ante*, p. 107.

(c)(1) The repeal of subsections (g) and (h) of section 203 of the Immigration and Nationality Act, made by section 203(c)(8) of this title, shall not apply with respect to any individual who before April 1, 1980, was granted a conditional entry under section 203(a)(7) of the Immigration and Nationality Act (and under section 202(e)(7) of such

Act, if applicable), as in effect immediately before such date, and it shall not apply to any alien paroled into the United States before April 1, 1980, who is eligible for the benefits of section 5 of Public Law 95-412.

8 USC 1182 note.

Registration date.

8 USC 1153.

*Ante*, p. 103.

(2) An alien who, before April 1, 1980, established a date of registration at an immigration office in a foreign country on the basis of entitlement to a conditional entrant status under section 203(a)(7) of the Immigration and Nationality Act (as in effect before such date), shall be deemed to be entitled to refugee status under section 207 of such Act (as added by section 201(b) of this title) and shall be accorded the date of registration previously established by that alien. Nothing in this paragraph shall be construed to preclude the acquisition by such an alien of a preference status under section 203(a) of such Act.

Waiver.

8 USC 1182.

(3) The provisions of paragraphs (14), (15), (20), (21), (25), and (32) of section 212(a) of the Immigration and Nationality Act shall not be applicable to any alien who has entered the United States before April 1, 1980, pursuant to section 203(a)(7) of such Act or who has been paroled as a refugee into the United States under section 212(d)(5) of such Act, and who is seeking adjustment of status, and the Attorney General may waive any other provision of section 212(a) of such Act (other than paragraph (27), (29), or (33) and other than so much of paragraph (23) as relates to trafficking in narcotics) with respect to such an alien for humanitarian purposes, to assure family unity, or when it is otherwise in the public interest.

Determination, deadline.

8 USC 1157 note.

(d)(1) Notwithstanding section 207(a) of the Immigration and Nationality Act (as added by section 201(b) of this title), the President may make the determination described in the first sentence of such section not later than forty-five days after the date of the enactment of this Act for fiscal year 1980.

Asylum procedure, deadline.

8 USC 1158 note.

*Ante*, p. 105.

(2) The Attorney General shall establish the asylum procedure referred to in section 208(a) of the Immigration and Nationality Act (as added by section 201(b) of this title) not later than June 1, 1980.

8 USC 1521 note.

93 Stat. 668.

20 USC 3401 note.

(e) Any reference in this Act or in chapter 2 of title IV of the Immigration and Nationality Act to the Secretary of Education or the Secretary of Health and Human Services or to the Department of Health and Human Services shall be deemed, before the effective date of the Department of Education Organization Act, to be a reference to the Secretary of Health, Education, and Welfare or to the Department of Health, Education, and Welfare, respectively.

## TITLE III—UNITED STATES COORDINATOR FOR REFUGEE AFFAIRS AND ASSISTANCE FOR EFFECTIVE RESETTLEMENT OF REFUGEES IN THE UNITED STATES

### PART A—UNITED STATES COORDINATOR FOR REFUGEE AFFAIRS

Presidential appointment.

8 USC 1525.

SEC. 301. (a) The President shall appoint, by and with the advice and consent of the Senate, a United States Coordinator for Refugee Affairs (hereinafter in this part referred to as the "Coordinator"). The Coordinator shall have the rank of Ambassador-at-Large.

(b) The Coordinator shall be responsible to the President for—

(1) the development of overall United States refugee admission and resettlement policy;

(2) the coordination of all United States domestic and international refugee admission and resettlement programs in a manner that assures that policy objectives are met in a timely fashion;

(3) the design of an overall budget strategy to provide individual agencies with policy guidance on refugee matters in

the preparation of their budget requests, and to provide the Office of Management and Budget with an overview of all refugee-related budget requests;

(4) the presentation to the Congress of the Administration's overall refugee policy and the relationship of individual agency refugee budgets to that overall policy;

(5) advising the President, Secretary of State, Attorney General, and the Secretary of Health and Human Services on the relationship of overall United States refugee policy to the admission of refugees to, and the resettlement of refugees in, the United States;

(6) under the direction of the Secretary of State, representation and negotiation on behalf of the United States with foreign governments and international organizations in discussions on refugee matters and, when appropriate, submitting refugee issues for inclusion in other international negotiations;

(7) development of an effective and responsive liaison between the Federal Government and voluntary organizations, Governors and mayors, and others involved in refugee relief and resettlement work to reflect overall United States Government policy;

Recommendations to President and Congress.

(8) making recommendations to the President and to the Congress with respect to policies for, objectives of, and establishment of priorities for, Federal functions relating to refugee admission and resettlement in the United States; and

(9) reviewing the regulations, guidelines, requirements, criteria, and procedures of Federal departments and agencies applicable to the performance of functions relating to refugee admission and resettlement in the United States.

Consultation.

(c)(1) In the conduct of the Coordinator's duties, the Coordinator shall consult regularly with States, localities, and private nonprofit voluntary agencies concerning the sponsorship process and the intended distribution of refugees.

Reports to coordinator.

(2) The Secretary of Labor and the Secretary of Education shall provide the Coordinator with regular reports describing the efforts of their respective departments to increase refugee access to programs within their jurisdiction, and the Coordinator shall include information on such programs in reports submitted under section 413(a)(1) of the Immigration and Nationality Act.

*Post*, p. 115.

## Part B—Assistance for Effective Resettlement of Refugees in the United States

Sec. 311. (a) Title IV of the Immigration and Nationality Act is amended—

(1) by striking out the title heading and inserting in lieu thereof the following:

"TITLE IV—MISCELLANEOUS AND REFUGEE ASSISTANCE

"Chapter 1—Miscellaneous"; and

(2) by adding at the end thereof the following new chapter:

## “CHAPTER 2—REFUGEE ASSISTANCE

### “OFFICE OF REFUGEE RESETTLEMENT

Establishment.
8 USC 1521.

“SEC. 411. (a) There is established, within the Department of Health and Human Services, an office to be known as the Office of Refugee Resettlement (hereinafter in this chapter referred to as the ‘Office’). The head of the Office shall be a Director (hereinafter in this chapter referred to as the ‘Director’), to be appointed by the Secretary of Health and Human Services (hereinafter in this chapter referred to as the ‘Secretary’).

Director.

Functions.

“(b) The function of the Office and its Director is to fund and administer (directly or through arrangements with other Federal agencies), in consultation with and under the general policy guidance of the United States Coordinator for Refugee Affairs (hereinafter in this chapter referred to as the ‘Coordinator’), programs of the Federal Government under this chapter.

### “AUTHORIZATION FOR PROGRAMS FOR DOMESTIC RESETTLEMENT OF AND ASSISTANCE TO REFUGEES

8 USC 1522.

“SEC. 412. (a) CONDITIONS AND CONSIDERATIONS.—(1) In providing assistance under this section, the Director shall, to the extent of available appropriations, (A) make available sufficient resources for employment training and placement in order to achieve economic self-sufficiency among refugees as quickly as possible, (B) provide refugees with the opportunity to acquire sufficient English language training to enable them to become effectively resettled as quickly as possible, (C) insure that cash assistance is made available to refugees in such a manner as not to discourage their economic self-sufficiency, in accordance with subsection (e)(2), and (D) insure that women have the same opportunities as men to participate in training and instruction.

Consultation.

“(2) The Director, together with the Coordinator, shall consult regularly with State and local governments and private nonprofit voluntary agencies concerning the sponsorship process and the intended distribution of refugees among the States and localities.

Domestic assistance, periodic assessment.

“(3) In the provision of domestic assistance under this section, the Director shall make a periodic assessment, based on refugee population and other relevant factors, of the relative needs of refugees for assistance and services under this chapter and the resources available to meet such needs. In allocating resources, the Director shall avoid duplication of services and provide for maximum coordination between agencies providing related services.

Grants and contracts.

“(4) No grant or contract may be awarded under this section unless an appropriate proposal and application (including a description of the agency’s ability to perform the services specified in the proposal) are submitted to, and approved by, the appropriate administering official. Grants and contracts under this section shall be made to those agencies which the appropriate administering official determines can best perform the services. Payments may be made for activities authorized under this chapter in advance or by way of reimbursement. In carrying out this section, the Director, the Secretary of State, and any such other appropriate administering official are authorized—

“(A) to make loans, and

"(B) to accept and use money, funds, property, and services of any kind made available by gift, devise, bequest, grant, or otherwise for the purpose of carrying out this section.

"(5) Assistance and services funded under this section shall be provided to refugees without regard to race, religion, nationality, sex, or political opinion.

Assistance, conditions.

"(6) As a condition for receiving assistance under this section, a State must—

"(A) submit to the Director a plan which provides—

"(i) a description of how the State intends to encourage effective refugee resettlement and to promote economic self-sufficiency as quickly as possible,

"(ii) a description of how the State will insure that language training and employment services are made available to refugees receiving cash assistance,

"(iii) for the designation of an individual, employed by the State, who will be responsible for insuring coordination of public and private resources in refugee resettlement,

"(iv) for the care and supervision of and legal responsibility for unaccompanied refugee children in the State, and

"(v) for the identification of refugees who at the time of resettlement in the State are determined to have medical conditions requiring, or medical histories indicating a need for, treatment or observation and such monitoring of such treatment or observation as may be necessary;

"(B) meet standards, goals, and priorities, developed by the Director, which assure the effective resettlement of refugees and which promote their economic self-sufficiency as quickly as possible and the efficient provision of services; and

Report.

"(C) submit to the Director, within a reasonable period of time after the end of each fiscal year, a report on the uses of funds provided under this chapter which the State is responsible for administering.

Assistance monitoring system, development.

"(7) The Secretary, together with the Secretary of State with respect to assistance provided by the Secretary of State under subsection (b), shall develop a system of monitoring the assistance provided under this section. This system shall include—

"(A) evaluations of the effectiveness of the programs funded under this section and the performance of States, grantees, and contractors;

"(B) financial auditing and other appropriate monitoring to detect any fraud, abuse, or mismanagement in the operation of such programs; and

"(C) data collection on the services provided and the results achieved.

Application information.

"(8) The Attorney General shall provide the Director with information supplied by refugees in conjunction with their applications to the Attorney General for adjustment of status, and the Director shall compile, summarize, and evaluate such information.

"(9) The Secretary and the Secretary of State may issue such regulations as each deems appropriate to carry out this chapter.

"Refugee."
*Ante*, p. 103.

"(10) For purposes of this chapter, the term 'refugee' includes any alien described in section 207(c)(2).

Grants and contracts.

"(b) PROGRAM OF INITIAL RESETTLEMENT.—(1)(A) For—

"(i) fiscal years 1980 and 1981, the Secretary of State is authorized, and

(ii) fiscal year 1982 and succeeding fiscal years, the Director (except as provided in subparagraph (B)) is authorized, to make grants to, and contracts with, public or private nonprofit agencies for initial resettlement (including initial reception and placement with sponsors) of refugees in the United States. Grants to, or contracts with, private nonprofit voluntary agencies under this paragraph shall be made consistent with the objectives of this chapter, taking into account the different resettlement approaches and practices of such agencies. Resettlement assistance under this paragraph shall be provided in coordination with the Director's provision of other assistance under this chapter. The Secretary of State and the Director shall jointly monitor the assistance provided during fiscal years 1980 and 1981 under this paragraph.

Study, report to Congress.

"(B) The President shall provide for a study of which agency is best able to administer the program under this paragraph and shall report, not later than March 1, 1981, to the Congress on such study. If the President determines after such study that the Director should not administer the program under this paragraph, the authority of the Director under the first sentence of subparagraph (A) shall be exercised by such officer as the President shall from time to time specify.

Orientation, education, and job training programs.

"(2) The Director is authorized to develop programs for such orientation, instruction in English, and job training for refugees, and such other education and training of refugees, as facilitates their resettlement in the United States. The Director is authorized to implement such programs, in accordance with the provisions of this section, with respect to refugees in the United States. The Secretary of State is authorized to implement such programs with respect to refugees awaiting entry into the United States.

Refugee temporary care.

50 USC app. 1211 note.

"(3) The Secretary is authorized, in consultation with the Coordinator, to make arrangements (including cooperative arrangements with other Federal agencies) for the temporary care of refugees in the United States in emergency circumstances, including the establishment of processing centers, if necessary, without regard to such provisions of law (other than the Renegotiation Act of 1951 and section 414(b) of this chapter) regulating the making, performance, amendment, or modification of contracts and the expenditure of funds of the United States Government as the Secretary may specify.

Medical screening and care.

"(4) The Secretary, in consultation with the Coordinator, shall—

"(A) assure that an adequate number of trained staff are available at the location at which the refugees enter the United States to assure that all necessary medical records are available and in proper order;

"(B) provide for the identification of refugees who have been determined to have medical conditions affecting the public health and requiring treatment;

"(C) assure that State or local health officials at the resettlement destination within the United States of each refugee are promptly notified of the refugee's arrival and provided with all applicable medical records; and

"(D) provide for such monitoring of refugees identified under subparagraph (B) as will insure that they receive appropriate and timely treatment.

The Secretary shall develop and implement methods for monitoring and assessing the quality of medical screening and related health services provided to refugees awaiting resettlement in the United States.

"(c) PROJECT GRANTS AND CONTRACTS FOR SERVICES FOR REFUGEES.—The Director is authorized to make grants to, and enter into contracts with, public or private nonprofit agencies for projects specifically designed—

"(1) to assist refugees in obtaining the skills which are necessary for economic self-sufficiency, including projects for job training, employment services, day care, professional refresher training, and other recertification services;

"(2) to provide training in English where necessary (regardless of whether the refugees are employed or receiving cash or other assistance); and

"(3) to provide where specific needs have been shown and recognized by the Director, health (including mental health) services, social services, educational and other services.

"(d) ASSISTANCE FOR REFUGEE CHILDREN.—(1) The Director is authorized to make grants, and enter into contracts, for payments for projects to provide special educational services (including English language training) to refugee children in elementary and secondary schools where a demonstrated need has been shown.

Child welfare services.

"(2)(A) The Director is authorized to provide assistance, reimbursement to States, and grants to and contracts with public and private nonprofit agencies, for the provision of child welfare services, including foster care maintenance payments and services and health care, furnished to any refugee child (except as provided in subparagraph (B)) during the thirty-six month period beginning with the first month in which such refugee child is in the United States.

"(B)(i) In the case of a refugee child who is unaccompanied by a parent or other close adult relative (as defined by the Director), the services described in subparagraph (A) may be furnished until the month after the child attains eighteen years of age (or such higher age as the State's child welfare services plan under part B of title IV of the Social Security Act prescribes for the availability of such services to any other child in that State).

42 USC 620.

Legal and financial responsibility, interim period.

"(ii) The Director shall attempt to arrange for the placement under the laws of the States of such unaccompanied refugee children, who have been accepted for admission to the United States, before (or as soon as possible after) their arrival in the United States. During any interim period while such a child is in the United States or in transit to the United States but before the child is so placed, the Director shall assume legal responsibility (including financial responsibility) for the child, if necessary, and is authorized to make necessary decisions to provide for the child's immediate care.

"(iii) In carrying out the Director's responsibilities under clause (ii), the Director is authorized to enter into contracts with appropriate public or private nonprofit agencies under such conditions as the Director determines to be appropriate.

List of unaccompanied children.

"(iv) The Director shall prepare and maintain a list of (I) all such unaccompanied children who have entered the United States after April 1, 1975, (II) the names and last known residences of their parents (if living) at the time of arrival, and (III) the children's location, status, and progress.

"(e) CASH ASSISTANCE AND MEDICAL ASSISTANCE TO REFUGEES.—(1) The Director is authorized to provide assistance, reimbursement to States, and grants to, and contracts with, public or private nonprofit agencies for up to 100 per centum of the cash assistance and medical assistance provided to any refugee during the thirty-six month period beginning with the first month in which such refugee has entered the United States and for the identifiable and reasonable administrative costs of providing this assistance.

"(2) Cash assistance provided under this subsection to an employable refugee is conditioned, except for good cause shown—

"(A) on the refugee's registration with an appropriate agency providing employment services described in subsection (c)(1), or, if there is no such agency available, with an appropriate State or local employment service; and

"(B) on the refugee's acceptance of appropriate offers of employment;

except that subparagraph (A) does not apply during the first sixty days after the date of the refugee's entry.

English training.

"(3) The Director shall develop plans to provide English training and other appropriate services and training to refugees receiving cash assistance.

Aid under State plan.

42 USC 601, 1396.

42 USC 1381.

"(4) If a refugee is eligible for aid or assistance under a State plan approved under part A of title IV or under title XIX of the Social Security Act, or for supplemental security income benefits (including State supplementary payments) under the program established under title XVI of that Act, funds authorized under this subsection shall only be used for the non-Federal share of such aid or assistance, or for such supplementary payments, with respect to cash and medical assistance provided with respect to such refugee under this paragraph.

Medical assistance provision.

42 USC 1396.

"(5) The Director is authorized to allow for the provision of medical assistance under paragraph (1) to any refugee, during the one-year period after entry, who does not qualify for assistance under a State plan approved under title XIX of the Social Security Act on account of any resources or income requirement of such plan, but only if the Director determines that—

"(A) this will (i) encourage economic self-sufficiency, or (ii) avoid a significant burden on State and local governments; and

"(B) the refugee meets such alternative financial resources and income requirements as the Director shall establish.

## "CONGRESSIONAL REPORTS

8 USC 1523.

"Sec. 413. (a)(1) The Secretary, in consultation with the Coordinator, shall submit a report on activities under this chapter to the Committees on the Judiciary of the House of Representatives and of the Senate not later than the January 31 following the end of each fiscal year, beginning with fiscal year 1980.

Contents.

"(2) Each such report shall contain—

"(A) an updated profile of the employment and labor force statistics for refugees who have entered under this Act since May 1975, as well as a description of the extent to which refugees received the forms of assistance or services under this chapter during that period;

"(B) a description of the geographic location of refugees;

"(C) a summary of the results of the monitoring and evaluation conducted under section 412(a)(7) during the period for which the report is submitted;

"(D) a description of (i) the activities, expenditures, and policies of the Office under this chapter and of the activities of States, voluntary agencies, and sponsors, and (ii) the Director's plans for improvement of refugee resettlement;

"(E) evaluations of the extent to which (i) the services provided under this chapter are assisting refugees in achieving economic self-sufficiency, achieving ability in English, and achieving employment commensurate with their skills and abilities, and

(ii) any fraud, abuse, or mismanagement has been reported in the provisions of services or assistance;

"(F) a description of any assistance provided by the Director pursuant to section 412(e)(5);

"(G) a summary of the location and status of unaccompanied refugee children admitted to the United States; and

"(H) a summary of the information compiled and evaluation made under section 412(a)(8).

Analysis. "(b) The Secretary, in consultation with the Coordinator, shall conduct and report to Congress, not later than one year after the date of the enactment of this chapter, an analysis of—

"(1) resettlement systems used by other countries and the applicability of such systems to the United States;

"(2) the desirability of using a system other than the current welfare system for the provision of cash assistance, medical assistance, or both, to refugees; and

"(3) alternative resettlement strategies.

### "AUTHORIZATION OF APPROPRIATIONS

8 USC 1524. "SEC. 414. (a)(1) There are hereby authorized to be appropriated for fiscal year 1980 and for each of the two succeeding fiscal years, such sums as may be necessary for the purpose of providing initial resettlement assistance, cash and medical assistance, and child welfare services under subsections (b)(1), (b)(3), (b)(4), (d)(2), and (e) of section 412.

"(2) There are hereby authorized to be appropriated for fiscal year 1980 and for each of the two succeeding fiscal years $200,000,000, for the purpose of carrying out the provisions (other than those described in paragraph (1)) of this chapter.

Contract authority. "(b) The authority to enter into contracts under this chapter shall be effective for any fiscal year only to such extent or in such amounts as are provided in advance in appropriation Acts.".

SEC. 312. (a) The table of contents of the Immigration and Nationality Act is amended—

(1) by striking out the item relating to title IV and inserting in lieu thereof the following:

"TITLE IV—MISCELLANEOUS AND REFUGEE ASSISTANCE

"CHAPTER 1—MISCELLANEOUS";

and

(2) by adding at the end the following new items:

"CHAPTER 2—REFUGEE ASSISTANCE

"Sec. 411. Office of Refugee Resettlement.
"Sec. 412. Authorization for programs for domestic resettlement of and assistance to refugees.
"Sec. 413. Congressional reports.
"Sec. 414. Authorization of appropriations.".

Contributions to United Nations. (b)(1) Subsection (b) of section 2 of the Migration and Refugee Assistance Act of 1962 (22 U.S.C. 2601) is amended by striking out paragraphs (1) through (6) and inserting in lieu thereof the following:

"(1) for contributions to the activities of the United Nations High Commissioner for Refugees for assistance to refugees under his mandate or persons on behalf of whom he is exercising his good offices, and for contributions to the Intergovernmental Committee for European Migration, the International Committee of the Red Cross, and to other relevant international organizations; and

Assistance for refugees outside U.S.

"(2) for assistance to or on behalf of refugees who are outside the United States designated by the President (by class, group, or designation of their respective countries of origin or areas of residence) when the President determines that such assistance will contribute to the foreign policy interests of the United States.".

(2) Subsection (c)(2) of such section is amended by striking out "$25,000,000" and inserting in lieu thereof "$50,000,000".

Repeal.
22 USC 2601 note.

(c) The Indochina Migration and Refugee Assistance Act of 1975 (Public Law 94-23) is repealed.

Limitations.
8 USC 1522 note.

SEC. 313. (a) Except as otherwise provided in this section, the amendments made by this part shall apply to fiscal years beginning on or after October 1, 1979.

(b) Subject to subsection (c), the limitations contained in sections 412(d)(2)(A) and 412(e)(1) of the Immigration and Nationality Act on the duration of the period for which child welfare services and cash and medical assistance may be provided to particular refugees shall not apply to such services and assistance provided before April 1, 1981.

*Ante*, p. 111.

Cuban refugees.

(c) Notwithstanding section 412(e)(1) of the Immigration and Nationality Act and in lieu of any assistance which may otherwise be provided under such section with respect to Cuban refugees who entered the United States and were receiving assistance under section 2(b) of the Migration and Refugee Assistance Act of 1962 before October 1, 1978, the Director of the Office of Refugee Resettlement is authorized—

22 USC 2601.

(1) to provide reimbursement—
  (A) in fiscal year 1980, for 75 percent,
  (B) in fiscal year 1981, for 60 percent,
  (C) in fiscal year 1982, for 45 percent, and
  (D) in fiscal year 1983, for 25 percent,

of the non-Federal costs of providing cash and medical assistance (other than assistance described in paragraph (2)) to such refugees, and

Non-Federal cost reimbursement.

(2) to provide reimbursement in any fiscal year for 100 percent of the non-Federal costs associated with such Cuban refugees with respect to whom supplemental security income payments were being paid as of September 30, 1978, under title XVI of the Social Security Act.

(d) The requirements of section 412(a)(6)(A) of the Immigration and Nationality Act shall apply to assistance furnished under chapter 2 of title IV of such Act after October 1, 1980, or such earlier date as the Director of the Office of Refugee Resettlement may establish.

*Ante*, p. 111.

## TITLE IV—SOCIAL SERVICES FOR CERTAIN APPLICANTS FOR ASYLUM

8 USC 1522 note.

SEC. 401. (a) The Director of the Office of Refugee Resettlement is authorized to use funds appropriated under paragraphs (1) and (2) of section 414(a) of the Immigration and Nationality Act to reimburse State and local public agencies for expenses which those agencies incurred, at any time, in providing aliens described in subsection (c) of this section with social services of the types for which reimbursements were made with respect to refugees under paragraphs (3) through (6) of section 2(b) of the Migration and Refugee Assistance

*Ante*, p. 116.

22 USC 2601. Act of 1962 (as in effect prior to the enactment of this Act) or under any other Federal law.

Work permit. (b) The Attorney General is authorized to grant to an alien described in subsection (c) of this section permission to engage in employment in the United States and to provide to that alien an "employment authorized" endorsement or other appropriate work permit.

Applicability. (c) This section applies with respect to any alien in the United States (1) who has applied before November 1, 1979, for asylum in the United States, (2) who has not been granted asylum, and (3) with respect to whom a final, nonappealable, and legally enforceable order of deportation or exclusion has not been entered.

Approved March 17, 1980.

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**LEGISLATIVE HISTORY:**

HOUSE REPORTS: No. 96-608 accompanying H.R. 2816 (Comm. on the Judiciary) and No. 96-781 (Comm. of Conference).
SENATE REPORTS: No. 96-256 (Comm. on the Judiciary) and No. 96-590 (Comm. of Conference).
CONGRESSIONAL RECORD:
Vol. 125 (1979): Sept. 6, considered and passed Senate.
Dec. 20, H.R. 2816 considered and passed House; passage vacated and S. 643, amended, passed in lieu.
Vol. 126 (1980): Feb. 26, Senate agreed to conference report.
Mar. 4, House agreed to conference report.
WEEKLY COMPILATION OF PRESIDENTIAL DOCUMENTS:
Vol. 16, No. 12 (1980): Mar. 18, Presidential statement.

○

/ Appendix A(2) /

Indochinese

# Refugee Reports

Information Exchange Project American Public Welfare Association
1125 Fifteenth Street, N.W. Washington, D.C. 20005 (202) 293-7550

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## REFUGEE ACT OF 1980 PASSES CONGRESS

On Thursday, March 7, the Refugee Act of 1980 was sent to the White House for the President's signature. The bill, introduced in the House and the Senate on March 13, 1979, accomplishes two major objectives. First, it establishes a uniform policy for refugee admissions to this country, thus ending the ad hoc nature of the various programs which have characterized refugee admissions and resettlement for the past several decades. Second, it establishes a domestic policy of resettlement assistance which is the same for all groups of refugees.

House and Senate conferees reported the bill out of conference on February 22. By voice vote, the Senate adopted the conference report on February 26. The House approved the report by a recorded vote of 207 to 192 on March 4.

The close vote in the House came as a surprise: only two months earlier, the House had passed the bill by a vote of 328 to 47, and the bill agreed to in the House/Senate conference committee was substantially the House-passed version. Strong objections were raised, however, over the loss in conference of the one-house congressional veto on increased admissions of refugees above the normal flow figure of 50,000. Additionally, many representatives objected to the establishment of the Office of the Coordinator for Refugee Affairs by statute (Part A of Title III in the passed bill), a provision that was not addressed in committee hearings on the original draft bill. Clearly, some of the opposition to the conference report also reflected fiscal concerns: the phasedown of the Cuban refugee program was strongly objected to for this reason.

The following report is a narrative description of major provisions of the bill, referred to by title and by section.

### Title I--Purpose

Sec. 101. The bill establishes that it is the historic policy of the United States to respond to the plight of persons subjected to persecution in their home countries. Response can be in the form of assistance for the care and maintenance of refugees in asylum areas, efforts to promote either resettlement in other countries or voluntary repatriation, and aid for the

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processing and transportation of refugees to the United States and for transitional assistance after arrival.

The intention of the bill is to provide a permanent and systematic procedure for the admission of refugees to this country and to provide both comprehensive and uniform provisions for the resettlement of refugees who are admitted.

## Title II--Admission of Refugees

### Sec. 201. Definition of a Refugee

The bill establishes that a refugee is a person who is outside his/her country of nationality (or habitual residence) who is unable or unwilling to return to that country because of persecution or a well-founded fear of persecution on account of race, religion, nationality, membership in a particular social group or political opinion. The President may also determine, in consultation with House and Senate Judiciary Committee members, that persons within their own countries may be considered refugees because of persecution or a well-founded fear of persecution. The definition specifically excludes anyone who has engaged in (or ordered, incited or assisted in) the persecution of others.

The new refugee definition conforms to the United Nations Convention and Protocol Relating to the Status of Refugees, to which the United States is a signatory.

### Sec. 207. Admission of Refugees

For each of fiscal years 1980, 1981 and 1982, following presidentially-initiated congressional consultation, the Attorney General may admit 50,000 refugees "of special humanitarian concern" under the "normal flow" provisions of the bill. In succeeding fiscal years (1983 and following), a presidential determination will set the number of refugees to be admitted, following congressional consultation.

Prior to the beginning of any fiscal year, the president may seek to increase the admissions of refugees under "normal flow" provisions, following congressional consultation, for reasons of humanitarian concern or for reasons in the national interest. In addition, the bill recognizes that unforeseen emergency situations may necessitate raising the number of refugees after the beginning of a fiscal year. Based on "grave humanitarian concerns" or reasons in the national interest, the President may establish that a number of refugees should be admitted in response to the emergency situation.

Comment/Background

The new admissions procedures will not go into effect until April 1 of this year. Under existing parole programs, Indochinese refugees are currently being admitted to this country at a rate of 14,000 a month. (Soviet and other refugees are being parole in at 3,000 a month.) Presumably, the President will request congressional consent to the admission of 84,000 Indochinese refugees between April 1 and September 30, 1980, the remaining numbers of the commitment to accept 168,000 over the period of a year. The Senate Judiciary Committee has scheduled a hearing on the matter on March 26.

In the past, when the numbers available for admission of refugees under the seventh preference immigration category were exhausted, the Attorney General exercised parole authority under Section 212(d)(5) of the Immigration and Nationality Act of 1952 to admit groups of refugees; clearly, the provision was never intended for this purpose.

However, the Attorney General's parole authority was not repealed by the Refugee Act. Instead, the bill restricts the use of parole authority vis-a-vis refugees by stating that the Attorney General cannot parole into the United States "an alien who is a refugee" unless there is a determination that there are "compelling reasons in the public interest" to admit the alien under parole rather than under the normal flow or emergency admission procedures of the bill.

In remarks on the conference version of the bill which were printed in the Congressional Record, Senator Kennedy, Judiciary Committee Chairman and one of the original sponsors of the bill, stated that "...while the Conferees accepted the limitation in the House bill, we clearly recognize that they do not limit the Attorney General's parole authority to admit individuals or groups of aliens who are not deemed to be refugees under the terms of this Act."

Conceivably, persons who are not refugees under the definition established by this bill who are displaced within their own countries by military upheaval or natural disaster could be paroled into the country under the existing Attorney General parole authority. Congress will have to determine both legislative history and intent when the issue is raised.

## Sec. 207(e). Consultation Procedure

The President is required to consult with Congress prior to making any decision to admit refugees, either in the case of normal flow or emergency admissions. Consultation is defined as discussions in person between designated Cabinet-level representatives of the President and members of the House and Senate Judiciary Committees. The President must supply information that includes:

- a description of the nature of the refugee situation;

- a description of the number and allocation of refugees to be admitted and an analysis of the conditions in their country;

- a description of plans for their movement and resettlement, with cost estimates;

- an analysis of the anticipated social, economic and demographic impact of the admissions on the United States;

- a description of the participation by other countries in the resettlement of refugees;

- an analysis of the foreign policy impact of refugee admissions; and

- other "appropriate" information, or information requested by Committee members.

The substance of this consultation must be printed in the Congressional Record as soon as possible following the consultation. In addition, after the

President initiates the consultation, prior to any final decision, a congressional hearing to review the proposed admissions will be held unless public disclosure of the details of the resettlement plan would jeopardize the lives of the refugees. Such a hearing would be required in emergency admission situations "only to the extent that time and the nature of the emergency refugee situation permit."

Comment/Background

The House had sought, by a floor amendment to the original bill, to allow for a one-house congressional veto on a presidential decision made prior to the beginning of a fiscal year to admit more than 50,000 refugees. The loss of this amendment in conference divided the House on final passage of the bill. Representative Holtzman, an original sponsor of the bill, emphasized that the appropriations process, combined with more stringent consultation requirements, gives adequate congressional control on admissions levels.

### Sec. 208. Asylum

The Refugee Act of 1980 requires that the Attorney General establish a procedure for an alien physically present in the United States (or at a port of entry) to apply for asylum. Aliens may be granted asylum if they meet the definition of a refugee; however, the Attorney General can terminate asylum if circumstances in the alien's country change, causing the person to no longer meet the definition of a refugee.

### Sec. 209. Immigration Status of Refugees

The Refugee Act provides that refugees admitted under the normal flow or emergency provisions of the bill can apply for adjustment of status to that of permanent resident aliens after they have been in the United States for one year. The adjustment of status is retroactive to date of arrival.

The Attorney General may also allow an individual granted asylum to apply for adjustment of status to permanent resident alien if the individual: applies for the adjustment; has been physically present in the United States for at least one year after being granted asylum; is still a refugee (or is a spouse or child of such a refugee); is not firmly resettled in any foreign country; and is admissible as an immigrant (except for certain waivers). Adjustment of status for an asylum applicant is also retroactive to date of arrival. The bill allows the use of up to 5,000 numbers a year for the adjustment of status of those who are granted asylum.

Comment/Background

The immigration status to be assigned to refugees was a point in disagreement between the House and Senate when the bill went to conference. The Senate had conferred permanent resident alien status on all "normal flow" admissions; the House had assigned no status other than "refugee," out of a concern that there should be a period after entry in which further verification of a refugee's status and admissibility could be obtained.

Representative Elizabeth Holtzman, chair of the House Judiciary Subcommittee on Immigration, Refugees and International Law, declared in floor remarks on the conference version of the bill that it was the "clear intention" of the conferees that those who are in refugee status for a year after entry should be viewed as permanent resident aliens for the purpose of state and local licensing laws, so that they are not subject to employment discrimination.

Senator Kennedy, in printed remarks in the Record, stated that "the Conferees concluded /that/ a one-year 'conditional entry' status as a 'refugee' would be useful until the new system and procedures under the new Act were fully implemented," implying that the assignment of 'refugee' status is a transitional measure.

It is expected that the Senate Judiciary Committee might in the future liberally interpret the wording of the bill to permit the Attorney General to admit refugees with permanent resident status. The wording of the section in question, 207(c)(1), states that under normal flow and emergency admission procedures, the Attorney General "may in the Attorney General's discretion and pursuant to such regulations as the Attorney General may prescribe, admit any refugee who is not firmly resettled in any foreign country, is determined to be of special humanitarian concern...and is admissible /except for certain waivers of excludability/ as an immigrant under this Act." It can be argued that the bill does not specifically state that refugees must be admitted with any status other than what is determined by the Attorney General; however, if they are assigned no status other than 'refugee,' they may seek adjustment of status after residing in the United States for one year.

## Title III--Domestic Resettlement

### Part A - U.S. Coordinator for Refugee Affairs

### Sec. 301.

By statute, the Coordinator for Refugee Affairs, given rank as Ambassador-at-Large, is to be appointed by the President and confirmed by the Senate.

The Office of the Coordinator, which previously existed by Executive Order, is currently located in the Department of State. A House floor amendment to the original bill had located the Office in the White House; the conference report does not specify where the Office is to be placed, leaving the decision open to presidential determination. Congressional sources predict that the Office is likely to remain in the State Department.

Under the Act, the Coordinator is responsible to the President for:

- developing overall refugee admission and resettlement policy;

- coordinating all U.S. domestic and international refugee admission and resettlement programs;

- designing an overall budget strategy to provide federal agencies with policy guidance in preparing budget requests, and providing the Office of Management and Budget with an overview of all refugee-related requests;

- presenting the Administration's refugee policy to Congress and explaining the relationship between that policy and individual agency budget requests;

- advising the President, the Secretary of State, Attorney General and

Secretary of Health and Human Services on the relationship of overall refugee policy to admissions and resettlement of refugees;

- representing the United States, under the direction of the Secretary of State, to, and negotiating with, foreign governments and international agencies on refugee issues;

- developing effective liaison between the Federal government and voluntary agencies, governors and mayors and others involved in refugee resettlement and relief;

- making recommendations to the President on policies for federal functions related to refugee admissions and resettlement; and

- reviewing the regulations, guidelines, requirements and procedures of federal departments and agencies in respect to refugee program operations.

The Coordinator is also required to consult regularly with states, localities and volags on the sponsorship process and the intended distribution of refugees. The Secretaries of Labor and Education are required to provide the Coordinator regular reports on their departmental efforts to increase refugee access to existing programs.

Comment/Background

This section of the bill considerably strengthens the functions of the Coordinator, first, by establishing those functions in statute, and second, by detailing specific areas of responsibility. The lack of coordination between federal agencies involved in refugee programs is well-known. Clearly, this section of the bill is intended to ensure, and speed, increased cooperation between all agencies.

## Part B - Domestic Resettlement Assistance

The Refugee Act establishes by statute an Office of Refugee Resettlement within the Department of Health and Human Services. The Office is to be headed by a Director who is appointed by the Secretary of HHS. The law does not specify where the Office is to be located or where it reports. Currently, the Office of Refugee Affairs is located in the Office of the Secretary, and the Director reports to the Secretary through Under Secretary Nathan Stark. Sec. 411(b) states that the function of the Office is to fund and administer, either directly or through arrangements with other federal agencies, domestic programs described in this chapter of the bill. The Office and its Director is required to function "in consultation with and under the general policy guidance of the United States Coordinator for Refugee Affairs."

### Sec. 412(a) Conditions and Considerations

This section delineates certain conditions and considerations under which domestic resettlement assistance can be provided.

The Director of the Office of Refugee Resettlement at HHS is required (A) to make sufficient resources available for employment training and placement to ensure economic self-sufficiency among refugees "as soon as possible"; (B) to provide refugees with the opportunity for language training to enable rapid resettlement; (C) to ensure that cash assistance does not discourage economic self-sufficiency; and (D) to ensure that women have the same opportunities to participate in programs as men.

This section also requires that the Director of the Office of Refugee Resettlement, together with the U.S. Coordinator, consult with state and local governments and volags concerning the sponsorship process and the distribution of refugees.

Before states can receive assistance for domestic programs, they must submit to the Director a plan that includes information on:

- how the plan intends to encourage rapid economic self-sufficiency and effective resettlement;

- how the state will ensure that language training and employment programs are made available to refugees receiving cash assistance;

- who will be designated in, and employed by, the state to ensure coordination of refugee programs;

- how the state will provide for the care, supervision and legal responsibility for unaccompanied minors; and

- how the state will identify those refugees who at the time that they are resettled have medical conditions or histories needing monitoring and treatment.

These state plans are not required to be submitted until October 1, 1980; however, the Director of the HHS office is allowed to set an earlier date.

States must also submit an annual fiscal report to the Director on the use of federal funds for refugee programs.

The Secretary of HHS is required to develop a system of monitoring programs that includes (a) evaluations of program effectiveness and the performance of states, grantees and contractors; (b) financial auditing to detect fraud, abuse or mismanagement of funds; and (c) data collection on services provided and results.

## Sec. 412(b) Program of Initial Resettlement

For fiscal years 1980 and 1981, the Secretary of State is authorized to award initial reception and placement grants to voluntary agencies. For fiscal year 1982 (and succeeding years), the Director of the HHS Office of Refugee Resettlement is authorized to award the grants, unless the President determines that the grants should be administered elsewhere.

The President is required to provide for a study on which agency can best administer these grants and to report to Congress by March 1, 1981. Theoretically, if the President determines that the voluntary agency contracts should not be transferred to HHS, they would not automatically remain in the purview of the Department of State.

During fiscal years 1980 and 1981, however, the Secretary of State and the HHS Director will jointly monitor assistance given refugees through voluntary agencies.

The Director of the HHS refugee office is authorized to develop programs of orientation, language instruction and job training for refugees in the U.S., and for those awaiting entry; however, the Secretary of State is authorized to implement programs for refugees awaiting entry. The Secretary of HHS, in consultation with the Coordinator, is authorized to make arrangements for the temporary care of refugees in the U.S. in emergency situations, including the establishment of processing centers.

The Secretary of the HHS refugee office, in consultation with the Coordinator, is required to ensure that certain measures with respect to health problems of incoming refugees are carried out, including initial identification and documentation at ports of entry, notification of health officials in states and locales of initial resettlement and proper treatment.

### Sec. 412(c) Services for Refugees

Under grants from, and contracts with, the HHS refugee office, public or private nonprofit agencies can provide: 1) job training, employment services, day care, professional refresher training, recertification services, and other services to assist refugees in attaining economic self-sufficiency; 2) English language training, regardless of whether the refugee is employed or receiving cash or other assistance; and 3) where specific need is shown, health (including mental health), social and other services.

### Sec. 412(d). Assistance for Refugee Children

This bill authorizes projects for special educational services to elementary and secondary refugee students where a demonstrated need is shown. The services can be funded by grants or contracts through the HHS refugee office.

Under the new bill, states and public and private nonprofit agencies are eligible for grants, contracts and reimbursement for child welfare services for those refugee children who have been in the United States three years or less. These services include foster care maintenance payments and services and health care. The three-year restriction does not apply until April 1, 1981.

In the case of unaccompanied refugee minors, such services can be furnished until the child is eighteen years of age (or a higher age if the state permits under its child welfare services plan). The Director of the HHS refugee office is required to attempt to arrange for the placement of unaccompanied minors under state laws before the child arrives. During any interim period (while the child is in the United States or while the child is in transit but no placement for foster care has been completed), the Director is legally and financially responsible for the child's care. If necessary, the Director can make decisions pertaining to that child's care in the interim period before placement. The Director is required to compile and maintain a list of all unaccompanied minors who have arrived in the United States since April 1, 1975, names and last known addresses of parents (if living) and the children's location, status and progress.

### Sec. 412(e). Cash and Medical Assistance to Refugees

States are eligible for 100% reimbursement for cash and medical assistance provided to refugees who have been in the United States three years or less. The three-year restriction does not apply until April 1, 1981. States are also eligible for reimbursement for "identifiable and reasonable" administrative costs in providing the assistance.

Cash assistance to employable refugees is conditioned (after sixty days from date of entry) on (a) the refugee's registration with an agency providing employment services and (b) on the refugee's acceptance of appropriate offers of employment.

Refugees may register with public or private nonprofit agencies offering employment services under grants from, or contracts with, the HHS refugee office, or with state or local employment services if no other agencies are available to provide the services. The Director is responsible for developing plans for English language and employment training for refugees receiving cash assistance.

States may be reimbursed for medical assistance to refugees who do not qualify for assistance under a state-approved Title XIX plan (because of resources or income eligibility requirements) and who have been in the United States one year or less. This provision authorizes the Director of the HHS office to allow for the provision of these services based on the determination that (a) this will encourage economic self-sufficiency and prevent a financial burden being placed on state and local governments; and (b) the refugee meets alternative financial requirements established by the Director.

## Sec. 413. Congressional Reports

Beginning with the present fiscal year, the Director of the Office of Refugee Affairs at HHS must submit an annual report to the House and Senate Judiciary Committees that details:

- a description of the results of monitoring of refugee programs, including voluntary agency grant programs, cash and medical assistance, and social services provided by states and agencies under grants, contracts, or reimbursement from the federal government;

- a description of the activities, expenditures and policies of the Office of Refugee Resettlement and the activities of states, voluntary agencies and sponsors and the Director's plan for improving refugee resettlement;

- evaluations of the effectiveness of services in enabling refugees to become self-sufficient, speak English and become employed at a level commensurate with skills and abilities and any fraud or mismanagement of funds in providing services;

- a description of medical assistance provided to refugees not eligible under state-approved Title XIX plans;

- a summary of the location and status of unaccompanied refugee minors in the United States; and

- a summary of information (provided by the Attorney General) obtained from adjustment of status applications from refugees.

No later than one year after the bill is signed, the Secretary of HHS, in consultation with the United States Coordinator, is required to submit a report to Congress analyzing: 1) resettlement systems used by other countries and their applicability to the United States; 2) the desirability of using a system other than the current welfare system for providing cash assistance and/or medical assistance to refugees; and 3) alternative resettlement strategies.

### Sec. 414(a). Authorization of Appropriations

Appropriations for cash and medical assistance and child welfare services are authorized for fiscal years 1980, 1981 and 1982. The bill authorizes an appropriation for $200 million for each of those fiscal years for social services given through project grants and contracts.

### Sec. 414(c). Phasedown of the Cuban Program

The phasedown of the Cuban program, currently underway, is included in this bill. Under the phasedown, states are eligible for reimbursement for the non-federal costs of cash and medical assistance to Cuban refugees who were receiving such assistance before October 1, 1978 at the rate of a) 75% in the current fiscal year; b) 60% in FY'81; c) 45% in FY'82; and d) 25% in FY'83.

In any fiscal year, states are eligible for 100% reimbursement for the non-federal costs for supplemental security income benefits being paid to Cuban refugees as of September 30, 1978. These benefits are for the aged, blind and disabled under Title XVI of the Social Security Act.

### Comment/Background

The phasedown was included by amendment in the Senate passage of the original bill; it was rejected by the House. Debate on the conference report in the House was heated on this issue. The argument in favor of including the phasedown was that under the new bill, until April 1, 1981, the limitation on 100% reimbursement for refugees who have been in the U.S. three years or less does not apply. In other words, states may be reimbursed for 100% of cash and medical costs for all refugees until April 1, 1981. There are over 600,000 Cuban refugees in this country; without the phasedown, until the middle of FY'81, all would be covered under the 100% provision, as opposed to the phasedown level. The argument was that in effect it was cheaper to include the phasedown.

## Title IV--Social Services for Asylum Applicants

Sec. 401. The Director of the HHS Office of Refugee Resettlement is authorized to use funds appropriated under this bill for cash and medical assistance and social services to refugees to reimburse state and local public agencies for expenses incurred in providing social services to individuals who had applied for asylum prior to Nobember 1, 1979 whose cases have not been finally adjudicated and against whom enforceable orders of deportation have not been given.

The social services are described as those provided to refugees under paragraphs (3) through (6) of Sec. 2(b) of the Migration and Refugee Assistance Act of 1962. These include: health and educational services, employment and related services and projects for employment or refresher training, and for transportation to, and resettlement in, other areas of the United States.

The Attorney General is authorized to grant work permits to these asylum applicants.

Comment/Background

Although Haitian boat refugees are not specifically mentioned in this provision, floor remarks by Dante Fascell (D-Florida), who sponsored this amendment in the House, establish that Haitians were of prime concern in drafting the amendment. Some 8,000 Haitians are currently awaiting the adjudication of their asylum claims; the cost to Dade County, Florida, where most of the Haitians live, is approximately $2 million per year for various social services.

The bill does not mention the level of reimbursement for which states and locales are eligible. Fascell stated that public agencies will have to negotiate levels of reimbursement and document actual expenses incurred.

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## LEGISLATIVE HISTORY

For background on the bill, reference:

### Reports

No. 96-256, Senate Judiciary Committee report on the Refugee Act of 1979, S. 643
No. 96-608, House Judiciary Committee Report on the Refugee Act of 1979, H.R. 2816
No. 96-781, Conference Committee Report on the Refugee Act of 1980, S. 643

(Reports may be ordered through the respective Documents Room of each chamber at the United States Capitol.)

### Congressional Record

September 6, 1979, S12006-12029, Senate passage of S. 643
December 20, 1979, H12391-12416, House passage of H.R. 2816
February 26, 1980, S1753-1755, Senate agreement to the Conference Report
March 4, 1980, H1519-1529, House agreement to the Conference Report

Current
Policy No. 193

# Cuban-Haitian Arrivals in U.S.

June 20, 1980

United States Department of State
*Bureau of Public Affairs*
Washington, D.C.

*Following is a statement by Victor H. Palmieri, U.S. Coordinator for Refugee Affairs, at a State Department press briefing on June 20, 1980.*

For more than two decades south Florida has been providing a haven for Cubans fleeing from Castro's repressive policies and Cuba's failing economy. In recent years, it has also become an entry point for thousands of Haitian "boat people." In the last 2 months, more than 114,000 Cubans have entered south Florida by boat.

The sudden and disorderly arrival of these Cubans on our shores without proper documentation has presented this country with an unprecedented political and humanitarian challenge. Under international law, we have an obligation to provide temporary refuge to arrivals claiming a well-founded fear of persecution in their homeland. Under previous U.S. law, we did in fact provide a permanent haven to almost 800,000 Cubans fleeing communism under Castro. Several factors, however, have determined the way we have responded to this extraordinary emergency and the strains it has created in south Florida.

First, those Cubans admitted in past years arrived under an orderly departure program that involved interviews and reviews of documentation before departure from Cuba. This allowed a careful screening process in accordance with U.S. immigration laws. This has not occurred with the current Cuban or Haitian entrants.

Second, our refugee and asylum provisions are now governed by new legislation, the Refugee Act of 1980, which came into effect on April 1 of this year. The Refugee Act established a framework for selecting groups of refugees overseas for admission to the United States, as well as for granting asylum to individuals already in this country who can demonstrate a well-founded fear of persecution if they were to return to their country of origin. But this legislation did not contemplate the kind of situation we face now, with a sudden massive influx, without overseas processing and valid documentation. The procedures for dealing with asylum seekers in this country require lengthy examinations on a case-by-case basis that would leave many arrivals in limbo status for long periods, without eligibility for federally funded assistance. And the strict standards for asylum would prevent many of the Cubans and Haitians from qualifying for admission under that category.

This is clearly an intolerable situation for the Cuban and Haitian entrants as well as for the States that are receiving and resettling them, particularly the State of Florida. To date, the Cuban-American community and the voluntary resettlement agencies have generously assisted these exiles. But they can no longer bear this burden alone, especially since those being released from the processing centers are increasingly persons without relatives in this country. The size of this special population and the difficulty of returning them to their homelands or resettling them in other countries make it all the more important to clarify their status and eligibility for some forms of federally funded assistance.

In order to redress this extraordinary situation, yet maintain the integrity of our refugee laws for those applying for admission in the prescribed manner, the President has decided to seek special legislation regularizing the status of Cuban-Haitian entrants. This legislation will allow them to remain in the United States and will make them eligible for certain benefits, but it will not provide the status or benefits accorded to those admitted as refugees or granted political asylum.

## U.S. Steps

Until this legislation is enacted, we will take the following steps to deal with the special needs of the communities in which the Cuban-Haitian entrants relocate and to prevent the occurrence of such crises in the future.

- Cubans who have arrived in the United States during the period April 21-June 19, 1980, and who are in Immigration and Naturalization Service (INS) proceedings as of June 19, 1980, and all Haitians who are in INS proceedings as of June 19, 1980, will have their parole into the country renewed for a 6-month period as "Cuban-Haitian entrants (status pending)."
- Under this 6-month parole, these Cubans and Haitians will be eligible, if they otherwise qualify, for Supplemental Security Income (SSI—for the elderly and handicapped), Medicaid, Aid to Families with Dependent Children (AFDC), and emergency assistance under the rules of the States in which they are

residing and with normal Federal-State matching of funds. In order to qualify, Cuban-Haitian entrants must first report to the INS for their new parole documents. Procedures for applying for these benefits will be announced by INS and the Department of Health and Human Services next Friday, June 27.

- Minor children in camps without close relatives in this country will be provided English-language training, health services, counseling, and individualized planning for permanent placement.
- Per capita grants will be provided to private resettlement agencies for all persons leaving processing centers after June 19, 1980, and for Cuban-Haitian entrants being relocated out of the south Florida area after that date. In addition, funds will be provided to the resettlement agencies to provide employment counseling and referral services to all Cuban-Haitian entrants already released from camps or resettled directly into the Miami area.
- The President has already sought funding totaling $385 million to finance reception, processing, care and maintenance, transportation, initial relocation, health services, and educational costs as part of the FY 1980 supplemental appropriation. The Administration will seek necessary funding for the continuation of this program in FY 1981.
- Special legislation will be submitted to the Congress as soon as possible to:

—Establish a "Cuban-Haitian entrant" status for recently arrived Cubans and Haitians;

—Define services and benefits for these arrivals for 1 year after release from processing centers;

—Provide SSI, Medicaid, AFDC, and emergency assistance under the rules of the States in which they are residing and with normal Federal-State matching of funds; and authorize retroactive reimbursement to States and localities for 75% of the total cost of other general assistance, medical assistance, special educational programs, and social services for 1 year;

—Provide for conversion to permanent resident alien status after 2 years;

—Improve future asylum processing, both to expedite case-by-case review, including exclusion and deportation, and to reduce the likelihood of future problems of this nature;

—Provide minor children without close relatives in this country English-language training, health services, counseling, and individualized planning for permanent placement. States will be reimbursed for 100% of the costs of maintenance and services provided to such unaccompanied minors until they reach the age of majority; and

—Seek a method to identify and extend "Cuban-Haitian entrant status" to those other Haitian "boat people" who have arrived in Florida prior to June 19, 1980, but who are not in INS proceedings.

- Criminals continue to be subject to detention and exclusion or deportation from the United States.
- Processing of applications for asylum will continue. Those who are granted asylum status will be eligible to adjust to permanent resident alien status after 1 year.
- U.S. Government enforcement agencies will continue to interdict boats bringing undocumented aliens into the United States. Enforcement will be maintained to prevent future illegal arrivals, and violators will be subject to civil or criminal prosecution in accordance with the President's declaration of May 14, 1980. Persons who arrive illegally after June 19, 1980, will not be eligible for the program and will be subject to exclusion or deportation in accordance with U.S. immigration laws.

All of these steps are consonant with the policy that the President outlined on May 14. Throughout this emergency, our objectives have been to uphold our international obligations and protect the integrity of our immigration and refugee laws. We have therefore sought to treat the arriving Cubans and Haitians in an equitable way by providing them temporary safehaven until their status can be resolved in this country or until they are offered resettlement in other countries.

In the case of the Cubans, we have also tried to limit both the inhumane and hazardous conditions of their journey and their impact on communities in Florida by deterring the Cuban-American community from illegally bringing in any more undocumented Cubans. At the same time, we have pursued international efforts to negotiate with Castro to establish an orderly departure program to allow the humane and manageable departure of Cubans who qualify for admission to the United States under the Refugee Act of 1980.

To date, our efforts have virtually stopped the boat flotilla from Cuba. We hope that our enforcement measures will discourage others from undertaking the long and dangerous journey by boat in violation of our laws. The problem of undocumented aliens in the United States is clearly broader than the current Cuban-Haitian entrants, and it will have to be the subject of future policy decisions made in consultation with the Congress. We expect that the Select Commission on Immigration and Refugee Policy will be addressing the situation of Haitians who are not covered by the President's decisions I have announced today, as well as other documented aliens in this country.

### Summary

In summary, the current Cuban-Haitian crisis is but a symptom of a worldwide trend toward greater dislocation and migration. In the past, the American people have responded generously to the plight of the uprooted. And our laws provide for the acceptance of large numbers of immigrants and refugees. In fact, we will be admitting over 800,000 this year.

However, there are millions more who would like to begin new lives in this country than we can accept. Our laws therefore establish numerical limits and require careful selection and processing prior to admission. Many applicants for admission have waited for years, and on arrival they have managed with little or no assistance from the Federal Government.

In the case of Cuba, we have long been the country of preferred asylum. We cannot stand by in silent witness to the unsafe and uncontrolled exodus from Cuba, yet our laws do not allow us to accept for permanent resettlement any Cuban or Haitian who arrives here in this manner. While we work for the eventual return of those who are found inadmissable under our laws, particularly criminals, we must now find ways to resettle those whom common decency compels us to receive. ■

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## INDOCHINESE REFUGEES IN THE UNITED STATES
(partially adjusted for secondary migration)

| | | 7/31/80 | 8/15/80 |
|---|---|---|---|
| 1. | Alabama | 1,995 | 2,008 |
| 2. | Alaska | 292 | 298 |
| 3. | Arizona | 2,799 | 2,843 |
| 4. | Arkansas | 2,774 | 2,806 |
| 5. | California | 123,971 | 126,348 |
| 6. | Colorado | 7,636 | 7,758 |
| 7. | Connecticut | 3,565 | 3,609 |
| 8. | Delaware | 220 | 220 |
| 9. | District of Columbia | 4,827 | 5,001 |
| 10. | Florida | 7,866 | 7,974 |
| 11. | Georgia | 3,926 | 4,046 |
| 12. | Hawaii | 5,706 | 5,767 |
| 13. | Idaho | 701 | 706 |
| 14. | Illinois | 14,105 | 14,299 |
| 15. | Indiana | 3,575 | 3,582 |
| 16. | Iowa | 6,285 | 6,335 |
| 17. | Kansas | 4,914 | 4,993 |
| 18. | Kentucky | 1,869 | 1,884 |
| 19. | Louisiana | 10,296 | 10,369 |
| 20. | Maine | 596 | 605 |
| 21. | Maryland | 3,744 | 3,787 |
| 22. | Massachusetts | 5,391 | 5,508 |
| 23. | Michigan | 6,870 | 7,003 |
| 24. | Minnesota | 12,419 | 12,622 |
| 25. | Mississippi | 1,169 | 1,184 |
| 26. | Missouri | 3,644 | 3,673 |
| 27. | Montana | 1,093 | 1,042 |
| 28. | Nebraska | 2,152 | 2,170 |
| 29. | Nevada | 1,969 | 2,007 |
| 30. | New Hampshire | 271 | 271 |
| 31. | New Jersey | 3,344 | 3,444 |
| 32. | New Mexico | 2,001 | 2,090 |
| 33. | New York | 11,332 | 11,545 |
| 34. | North Carolina | 3,470 | 3,518 |
| 35. | North Dakota | 667 | 673 |
| 36. | Ohio | 5,390 | 5,467 |
| 37. | Oklahoma | 5,839 | 5,919 |
| 38. | Oregon | 11,885 | 12,101 |
| 39. | Pennsylvania | 15,669 | 15,970 |
| 40. | Rhode Island | 2,329 | 2,351 |
| 41. | South Carolina | 1,315 | 1,317 |
| 42. | South Dakota | 729 | 762 |
| 43. | Tennessee | 3,867 | 3,921 |
| 44. | Texas | 34,944 | 35,450 |
| 45. | Utah | 5,052 | 5,203 |
| 46. | Vermont | 182 | 186 |
| 47. | Virginia | 10,159 | 10,256 |
| 48. | Washington | 15,816 | 16,138 |
| 49. | West Virginia | 391 | 391 |

| | | 7/31/80 | 8/15/80 |
|---|---|---|---|
| 50. | Wisconsin | 5,293 | 5,386 |
| 51. | Wyoming | 273 | 273 |
| 52. | Virgin Islands | 11 | 11 |
| 53. | Guam | 385 | 386 |
| 54. | Puerto Rico | 28 | 28 |
| | UNKNOWN | 1,475 | 1,475 |
| | TOTALS | 388,432 | 394,979 |

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Prepared by Department of Health and Human Services

# CONGRESSIONAL COMMITTEES CONCERNED WITH REFUGEE AFFAIRS

## / HOUSE COMMITTEES /

House Budget Committee
House of Representatives
Annex I, Room 214
300 New Jersey Avenue, SE
(202) 255-8506
Staff contact: Peter Storm

House Committee on Appropriations
Capitol Building H218
Washington, D.C. 20515
(202) 225-2041
Staff contact: Edwin Powers

House Committee on Foreign Affairs
2170 Rayburn House Office Building
Washington, D.C. 20515
(202) 225-5021
Staff contact: Robert Boyer

House Committee on Foreign Affairs
Subcommittee on International Operations
B-358 Rayburn House Office Building
Washington, D.C. 20515
(202) 225-3425
Staff contact: Virginia Schlundt (majority)
Michael Finley (majority)
Janene Mann (minority)

House Committee on the Judiciary
2137 Rayburn House Office Building
Washington, D.C. 20515
(202) 225-7709
Staff contact: James Cline

House Committee on the Judiciary
Subcommittee on Immigration, Refugees, and International Law
2137 Rayburn House Office Building
Staff Room 5
Washington, D.C. 20515
(202) 225-5727
Staff contact: Skip Endres

## SENATE COMMITTEES

Senate Committee on Budget
208 Carroll Arms Building
Washington, D.C. 20510
(202) 224-0857
Staff contact: Charles Flickson

U.S. Senate Committee on Appropriations
132 Russell Senate Office Building
Washington, D.C. 20510
(202) 224-7285 (202) 224-7277
Staff contact: William Jordan (majority)
James Bond (minority)

Senate Committee on Foreign Relations
4229 Dirksen Senate Office Building
Washington, D.C. 20510
(202) 224-4615
Staff contact: David Keaney

Senate Committee on the Judiciary
2304 Dirksen Senate Office Building
Washington, D.C. 20510
(202) 224-8050
Staff contact: Jerry Tinker

## AMERICAN COUNCIL FOR NATIONALITIES SERVICE

### MEMBER AGENCIES ACTIVE IN REFUGEE RESETTLEMENT PROGRAM

**AKRON**
International Institute
207 East Tallmadge Avenue
Akron, OH 44310
(216) 376-5106
Exec. Dir: Maxine Floreani

**BINGHAMTON**
American Civic Association
131 Front Street
Binghamton, NY 13905
(607) 723-9419
Exec. Dir: Annamarie deLaurentis

**BOSTON**
International Institute of Boston
287 Commonwealth Avenue
Boston, MA 02115
(617) 536-1081
Exec. Dir: Manuel Spector

**BRIDGEPORT**
International Institute of Connecticut
480 East Washington Avenue
Bridgeport, CT 06608
(203) 336-0141
Exec. Dir: Myra M. Oliver

**CHICAGO**
Travelers Aid Society of Metropolitan Chicago
Immigrant's Service League
327 South LaSalle Street
Chicago, IL 60604
(312) 435-4500
Exec. Dir: James Sincox
Dir., Immigrant Services: Walter Rest

**CLEVELAND**
The Nationalities Service Center
1001 Huron Road
Cleveland, OH 44115
(216) 781-4560
Exec. Dir: Lucretia Stoica

**JERSEY CITY**
International Institute of Jersey City
880 Bergen Avenue
Jersey City, NJ 07306
(201) 653-3888
Exec. Dir: Nicholas Montalto

**LAWRENCE**
International Institute of Greater Lawrence, Inc.
430 North Canal Street
Lawrence, MA 01840
(617) 687-0981
Exec. Dir: David Rodger

**LOS ANGELES**
International Institute of Los Angeles
435 South Boyle Avenue
Los Angeles, CA 90033
(213) 264-6210
Exec. Dir: John R. Phalen

**OAKLAND**
International Institute of East Bay
297 Lee Street
Oakland, CA 94610
(415) 451-2846
Exec. Dir: Zoe Borkowski

**PHILADELPHIA**
Nationalities Service Center
of Philadelphia
1300 Spruce Street
Philadelphia, PA 19107
(215) 893-8400
Exec. Dir: Michael D. Blum

**PROVIDENCE**
International Institute
421 Elmwood Avenue
Providence, RI 02907
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Exec. Dir: Nelly Ayvasian

**ST. LOUIS**
International Institute
4484 West Pine Boulevard
St. Louis, MO 63108
(314) 535-4880
Exec. Dir: Anna Peterson

**ST. PAUL**
International Institute of
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1694 Como Avenue
St. Paul, MN 55108
(612) 647-0191
Exec. Dir: Robert J. Hoyle

**SAN FRANCISCO**
International Institute of
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2209 Van Ness Avenue
San Francisco, CA 94109
(415) 673-1720
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International Institute of
Central Coastal Area
(formerly Social Planning Council
of Santa Clara County)
999 Newhall Street
San Jose, CA 95126
(408) 984-8608
Exec. Dir: Robert F. Fenley

## LOCAL RESETTLEMENT AGENCIES AFFILIATED WITH ACNS

**ALBANY**
Albany International Center
Wellington Hotel - Room 202
136 State Street
Albany, NY 12207
(518) 436-9741
Exec. Dir: Helene Smith

**FRESNO**
Fresno Community Council
346 Crocker Building
Fresno, CA 93721
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Exec. Dir: Nathan D. Edwards

**HONOLULU**
Hawaii Refugee Resettlement
Organization
100 N. Beretania St., Room 201A
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Exec. Dir: Mary Ho

**SANTA ROSA**
Indochinese-American Council
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Santa Rosa, CA 95401
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Santa Rosa, CA 95402
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Exec. Dir: Nhon Tran

**WASHINGTON, D.C.**
Buddhist Social SErvice
Organization
5401 16th Street, N.W.
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Exec. Dir: Hiep Lowman

# AMERICAN FUND FOR CZECHOSLOVAK REFUGEES, INC.

## REGIONAL OFFICES

**BOSTON**
Dorothy Hall
American Fund for Czechoslovak Refugees, Inc.
739 Boylston Street, Suite 516
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(617) 536-6138

**NEW YORK**
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**SALT LAKE CITY**
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American Fund for Czechoslovak Refugees, Inc.
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**SAN FRANCISCO**
Sandy Napombejra
American Fund for Czechoslovak Refugees, Inc.
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# CHURCH WORLD SERVICE

## REFUGEE OFFICER CONTACT LIST

American Baptist Churches
Matthew Giuffrida
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(215) 768-2425

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Christian Reformed Church
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2850 Kalamazoo Avenue, S.E.
Grand Rapids, MI 49508
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and

Quentin R. Remein
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Church of the Brethren
McKinley Coffman
World Ministries Commission
New Windsor, MD 21776
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Church of God
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Episcopal Church
Marnie Dawson
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Seventh-Day Adventist
G.O. Bruce
6840 Eastern Avenue, N.W.
Takoma Park
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International Division of
YMCA
Boris Kazimiroff
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Mennonite Central Committee
Don Sensenig and Vera Rohrer
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Akron, PA 17501
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Presbyterian Church/US
Margaret Montgomery
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Reformed Church in America
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475 Riverside Drive, Room 1824
New York, NY 10027
(212) 870-3073

Southern Baptist Convention
Dr. Hubert O. Hurt
2715 Peachtree Road, N.E.
Atlanta, GA 30305
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United Church of Christ
Elfriede Kohl
475 Riverside Drive, Room 1643
New York, NY 10027
(212) 870-2701

United Presbyterian Church in the USA
Rev. William DuVal and Shirley Nichols
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New York, NY 10027
(212) 870-2465 (2467)

United Methodist Committee on Relief
Lilia Fernandez
475 Riverside Drive, Room 1470
New York, NY 10027
(212) 678-6283

American Friends Service Committee (Quakers - information only)
David Elder
1501 Cherry Street
Philadelphia, PA 19102
(215) 241-7000

## CHURCH WORLD SERVICE
## Immigration and Refugee Program

### ECUMENICAL REFUGEE RESETTLEMENT AND SPONSORSHIP SERVICES (ERRSS)

(CWS - Funded Projects, 1980-81)

| AGENCY | PROJECT COORDINATORS/DIRECTORS |
|---|---|
| **CALIFORNIA** | |
| First United Methodist Church<br>Rev. Robert Walker<br>2352 Broadway<br>Oakland, CA 94612 | Indochinese Ecumenical Community Center<br>Mrs. Van Minh H. Tran, Executive Director<br>2352 Broadway<br>Oakland, CA 94612<br>415/444-8171 |
| METRO<br>Dr. Richard Shanor<br>520 "E" Street, Suite 502<br>San Diego, CA 90101<br>714/234-3158 | Refugee Assistance Program<br>Do Thien, Director<br>*/ Warren L. Briggs<br>4075 Park Boulevard<br>San Diego, CA 92103<br>714/295-8694 |
| Northern California Ecumenical Council<br>Northern California-Nevada Refugee Committee<br>Mr. Harold Sutherland, Chairman<br>944 Market Street, 4th Floor<br>San Francisco, CA 94102<br>415/433-3024 | Refugee Services Coordination for CWS Sponsors<br>*/ Pat Waltermire<br>415/763-8010 |

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*/ Sponsorship Development

| AGENCY | PROJECT COORDINATORS/DIRECTORS |
|---|---|
| CALIFORNIA (Continued) | |
| Southern California Council of Churches<br>Rev. Priscilla S. Caplin, Executive Director<br>5250 Santa Monica Blvd., Room 213<br>Los Angeles, CA 90029<br>213/665-5771 - Ext. 42 | St. Anselm's Indochinese Refugee Community Center<br>Rev. Fletcher Davis<br>13091 Galway Street<br>Garden Grove, CA. 92644<br>714/537-0604 |
| | All Culture Friendship Center<br>Rev. Victor Hand<br>Mrs. Marion Denson, Director<br>*/ Barbara Jones<br>4754 W. 120th Street<br>Hawthorne, CA 90250<br>213/675-1460, 675-7831 |
| | Hollywood YMCA<br>Ms. Daphne Sturrouk<br>Director International Programs<br>Mr. Bui Thien, Program Director<br>1553 North Hudson Avenue<br>Hollywood, CA 90028<br>213/467-4161 |
| | Long Beach Council of Churches<br>Proj: Asian Pacific Family Outreach<br>Rev. Donald Lindblom<br>Mary Arimoto, Project Director<br>1542 East Seventh Street<br>Long Beach, CA 90813<br>313/436-3350 |
| DISTRICT OF COLUMBIA | |
| Indochinese Community Center<br>1628 16th Street, NW<br>Washington, D.C. 20009<br>202/464-4330 | Ms. Pat Swain, Director |
| FLORIDA | |
| Christian Community Service Agency<br>Mary Smith Boyle, Executive Director<br>111 N.W. 10th Avenue<br>Miami, FL 33128<br>305/545-5276 | Indo-Chinese Refugee Service<br>Mr. Victor Srinivasan, Director |

| AGENCY | PROJECT COORDINATORS/DIRECTORS |
|---|---|
| **FLORIDA (Continued)** | |
| Florida Council of Churches<br>Dr. Thomas A Downs,<br>Executive Director<br>Ann Johnson, Admin. Asst.<br>122 E. Colonial Drive<br>Suite 205<br>Orlando, FL 32803<br>305/422-7077 | */ Rev. Robert E. Land,<br>Refugee Coordinator |
| **GEORGIA** | |
| Christian Council<br>of Metropolitan Atlanta<br>Donald O. Newby, D.C.,<br>Executive Director<br>Margaret G. Koehler,<br>Associate Director<br>848 Peachtree St., NE<br>Atlanta, GA 30308<br>404/881-9890 (Newby)<br>404/881-9872 (Koehler) | Refugee Resettlement Program<br>Mr. Somchart Cha-umthong<br>*/ Mary Henry |
| **INDIANA** | |
| Indiana Council of Churches<br>Dr. Grover L. Hartman,<br>Executive Secretary<br>1100 West 42nd Street<br>Indianapolis, IN 46208<br>317/923-3674 | Refugee Resettlement Committee<br>*/ Dr. John N. Fox |
| **KENTUCKY** | |
| Kentuckiana Interfaith<br>Community<br>Mr. Kenneth D. MacHarag,<br>Executive Director<br>850 South Fouth Street<br>Louisville, KY 40203<br>502/585-4076 | Refugee Program<br>*/ Sharon Palma, Coordinator |
| **MASSACHUSETTS** | |
| Massachusetts Council<br>of Churches<br>Rev. Dr. James A. Nash,<br>Executive Director<br>14 Beacon Street<br>Boston, MA 02108<br>617/523-2771 | */ Elise Morrill, Coordinator |

| AGENCY | PROJECT COORDINATORS/DIRECTORS |
|---|---|
| **MICHIGAN** | |
| Freedom Flight Task Force<br>Rev. Howard D. Schipper, Chairman<br>822 Cherry Street, SE<br>Grand Rapids, MI 49506<br>616/538-3470 or 456/4354, 4497 | Vietnamese Center<br>*/ Mrs. Huong Thi To Nguyen |
| **MINNESOTA** | |
| Minnesota Council of Churches<br>400-B South Main Street<br>Austin, MN 55912<br>507/433-8332 | Sponsorship and Refugee Program<br>*/ Ross Graves, Director<br>Nguyen Van Anh, Refugee Coordinator |
| **MISSOURI** | |
| Springfield Area Council of Churches<br>Rev. Dorsey Levell, Executive Director<br>Box 3686 Glenstone Station<br>Springfield, MO 65804<br>417/862-3586 | Indochinese Refugee Resettlement Program<br>Jean Elbert, Program Coordinator |
| **NEBRASKA** | |
| Interchurch Ministries of Nebraska, Inc.<br>Lincoln Center Building<br>Suite 303<br>215 Centennial Mall South<br>Lincoln, NE 68508<br>402/476-3391 | */ Robert W. Jeambey |
| **NEW MEXICO** | |
| New Mexico Inter-Church Agency<br>Rev. Harry Summers, Executive Secretary<br>P.O. Box 8036<br>525 San Pedro, NE, Suite 101<br>Albuquerque, NM 87108<br>505/255-1509 | */ Rev. Glen C. Mayhew, Coordinator |

| AGENCY | PROJECT COORDINATORS/DIRECTORS |
|---|---|
| NEW YORK | |
| Genesee Ecumenical Ministries<br>Rev. Lawrence Witmer,<br>Executive Director<br>17 South Fitzhugh Street<br>Rochester, NY 14614<br>716/232-6530 | */ Gail Kowalski |
| Asian-American Service Center of New York<br>Paul Tseng,<br>Executive Director<br>780 Ocean Avenue<br>Brooklyn, NY 11226<br>212/338-0849 | */ Contact:<br>June Blom, Asst. Dir.<br>212/351-2623 |
| Dutchess Interfaith Council<br>Martha S. Miller,<br>Executive Director<br>9 Vassar Street<br>Poughkeepsie, NY 12601 | */ Helen Fein |
| NORTH CAROLINA | |
| North Carolina Council of Churches<br>S. Collins Kilburn,<br>Executive Director<br>Bryan Bldg., Suite 201A<br>Cameron Village<br>Raleigh, NC 27605<br>919/828-6542 | */ Ruth Minter, Coordinator<br>P.O. Box 6637<br>College Station<br>Durham, NC 27708<br>919/688-3819 |
| OHIO | |
| Ohio Council of Churches<br>Carlton N. Weber,<br>Executive Director<br>Keene R. Lebold, Associate Executive Director<br>89 East Wilson Bridge Road<br>Columbus, OH 43085<br>614/885-9590 | Office of Refugee Services<br>*/ Robin Tetzloff, Coordinator |
| OREGON | |
| Ecumenical Ministries of Oregon<br>0245 SW Bancroft Street<br>Portland, OR 97201<br>503/221-1054 | The Indochinese Refugee Resettlement Program<br>*/ Ellen Martin, Coordinator<br>4837 NE Couch<br>Portland, OR 97213<br>503/239-4241 |

| AGENCY | PROJECT COORDINATORS/DIRECTORS |
|---|---|
| PENNSYLVANIA | |
| Pennsylvania Council of Churches<br>Rev. Albert E. Myers, Executive Director<br>900 South Arlington Avenue<br>Room 103<br>Harrisburg, PA 17109<br>717/545-4761 | Office for Refugee Resettlement<br>*/ Mr. Kim Miller, Coordinator |
| Chestnut Street Baptist Church<br>Rev. Dr. Harris B. Yii, Executive Director<br>4017 Chestnut Street<br>Philadelphia, PA 19104<br>215/222-4588 | Rev. Noah Reid, Director<br>215/386-1298 |
| TEXAS | |
| Texas Conference of Churches<br>Mr. James C. Suggs, Executive Director<br>2704 Rio Grande #9<br>Austin, TX 78705<br>512/478-7491 | */ Margaret Cox, Refugee Coordinator |
| Houston Metropolitan Ministries<br>Rev. Clifton Kirkpatrick, Executive Director<br>3217 Montrose, Suite 200<br>Houston, TX 77006<br>713/522-3955, 1045 | */ Phyllis Nguyen, Coordinator |
| Sponsor Coordinators for Indochinese Refugees, Inc.<br>908 Old Koenig Lane<br>Austin, TX 78756<br>512/258-2880 | Mrs. Jeannine Robinson |
| Dallas-Fort Worth Refugee Interagency, Inc.<br>Peter R. Bird, President, Board of Directors<br>6525 Inwood Road<br>Dallas, TX 75209<br>214/358-5127 | Mrs. Fay Worrall, Director |

| AGENCY | PROJECT COORDINATORS/DIRECTORS |
|---|---|
| **VIRGINIA** | |
| Virginia Council of Churches<br>Rev. James A. Payne, Assoc. Executive Secretary<br>2321 Westwood Avenue<br>Richmond, VA 23230<br>804/353-5587 | Rev. Aline Russell, Coordinator<br>Rt. 1, Box 371<br>Ringgold, VA 24586<br>804/792-1090 |
| **WASHINGTON** | |
| Washington Association of Churches<br>Loren E. Arnett, Executive Minister<br>4759 15th Avenue, NE<br>Seattle, WA 98105<br>206/525-1213 | Indochinese American Resettlement & Job Program<br>John A. Huston, Program Director<br>*/ Salley Mackey, Sponsorship Development<br>810 18th Avenue, Room 206<br>Seattle, WA 98122<br>206/325-3277, 322-4223 |
| Tacoma Community House<br>Rev. Robert Yamashita, Executive Director<br>P.O. Box 5107<br>1311 S. "M" Street<br>Tacoma, WA 98405<br>205/383-3951 | Services Coordination for Indochinese Refugees (SCIR)<br>Mr. William Mikitik, Assistant Director for Program Services |

## HEBREW IMMIGRANT AID SOCIETY, INC. (HIAS)

## LOCAL OFFICES AND AFFILIATES

(This list is primarily for Indochinese resettlement; the listing for resettlement of Soviet Jews is far more extensive.)

### ARIZONA

Phoenix:
Greater Phoenix Jewish Federation
1718 W. Maryland Avenue (85015)
(602) 249-1845
Exec. Dir.: Larry Cohen

### CALIFORNIA

Los Angeles:
Jewish Federation-Council
6505 Wilshire Boulevard (90048)
(213) 852-1234
Exec. VP: Ted Kanner
and
Ginger Jacobs (LIRS Office)
2468 West Pico Boulevard (90006)
(213) 385-2191

Orange County:
Jewish Family Service of
Orange County
8100 Garden Grove Blvd., Suite 2
Garden Grove (92644)
(714) 898-0023
Exec. Dir.: Bert Goldberg

San Diego:
Jewish Family Service
3355 Fourth Avenue (92103)
(714) 291-0473
Exec. Dir.: Marianne Kaye

San Francisco: (Individual & family services)
Jewish Family & Children's Services
1600 Scott Street (94115)
(415) 567-8860
Exec. Dir.: Warner Gottlieb
Suprv.: Anita Friedman
Estelle Strizhak (415) 885-2743

San Jose:
Jewish Family Service
2075 Lincoln Ave. "c" (95125)
(408) 264-7140
Exec. Dir.: Arthur Goldberg

### COLORADO

Denver:
Jewish Family & Children's
Service of Colorado
300 South Dahlia St. (80222)
(303) 321-3115
Exec. Dir.: Jerry Grossfeld

### CONNECTICUT

Hartford:
Jewish Family Service
740 No. Main Street
W. Hartford (06117)
(203) 236-1927
Exec. Dir.: Philip Wiener

New Haven:
Jewish Family Service
152 Temple Street (06510)
(203) 777-6641
Exec. Dir.: Dr. Steven Donshik

Stamford:
Jewish Social Service
1035 Newfield Avenue (06905)
(203) 322-6938
Exec. Dir.: Ben Greenspan

Waterbury:
Jewish Family & Children's
Service
1020 Country Club Road (06720)
(203) 758-2441
Exec. Dir.: Robert Kessler

DELAWARE

Wilmington:
Jewish Family Service
3717 Silverside Road (19803)
(302) 478-9411
Exec. Dir.: Arnold Lieberman

DISTRICT OF COLUMBIA

Washington:
Jewish Social Service Agency
6123 Montrose Road
Rockville, MD (20852)
(301) 881-3700
Exec. Dir.: George M. Pikser

FLORIDA

Hollywood:
Jewish Family Service
1909 Harrison Street (33020)
(305) 927-9288
Exec. Dir.: Sherwin Rosenstein

Miami: (Individual & family services)
Jewish Family & Children's Service
1790 S.W. 27th Avenue (33145)
(305) 445-0555
Exec. Dir.: Leon D. Fisher

GEORGIA

Atlanta:
Jewish Family & Children's Bureau of the Atlanta Jewish Welfare Federation
1753 Peachtree Rd., N.E. (30309)
(404) 873-2277
Exec. Dir.: M.C. Gettinger

ILLINOIS

Chicago: (Individual & family services)
Jewish Family & Community Services
One So. Franklin Street (60606)
(312) FI 6-6700
Exec. Dir.: Martin Langer

IOWA

Des Moines:
Jewish Family Service
910 Polk Boulevard (50312)
(515) 277-6321
Exec. Dir.: Janet Silverman

KENTUCKY

Louisville:
The Jewish Family and Vocational Service
Metro United Way Building
207 W. Market Street (40202)
(502) 452-6341

LOUISIANA

New Orleans:
Jewish Family & Children's Service
211 Camp Street, Suite 300
(70130)
(504) 524-8476
Dir.: Julanne Haspel

MARYLAND

Baltimore: (Individual & family services)
Jewish Family & Children's Service
5750 Park Heights Ave. (21215)
(301) 358-4400
Exec. Dir.: Fred Levi

MASSACHUSETTS

Boston: (Individual & family services)
Jewish Family & Children's Service
31 New Chardon Street (02114)
(617) 227-6641
Exec. Dir.: Simon Krakow

Springfield:
Jewish Family Service of Greater Springfield
184 Mill Street (01108)
(413) 737-2601
Exec. Dir.: Arnold Nash

Worchester:
Jewish Family Service
646 Salisbury Street (01609)
(617) 755-3101
Exec. Dir.: Marvin Najberg

MICHIGAN

Detroit: (Individual & family services)
Jewish Family Service
24123 Greenfield Road
Southfield (48075)
(313) 559-1500
Exec. Dir.: Samuel Lerner

MINNESOTA

Minneapolis:
Jewish Family & Children's Service
811 LaSalle Avenue (55402)
(612) 338-8771
Exec. Dir.: Irving G. Nudell

St. Paul:
Jewish Family Service
1546 St. Clair Avenue (55105)
(612) 698-0767
Exec. Dir.: Sidney Hurwitz

MISSOURI

Kansas City:
Jewish Family & Children's Services
1115 E. 65th Street (64131)
(816) DE 3-1172
Exec. Dir.: Lee M. Kalik

St. Louis: (Individual & family services)
Jewish Family & Children's Service
9385 Olive Boulevard (63132)
(314) 993-1000
Exec. Dir.: Harry Rubinstein

NEBRASKA

Omaha:
Family Service Department of the Jewish Federation
333 So. 132nd Street (68154)
(402) 334-8200
Dir.: Lou Solomon

NEW JERSEY

Central Jersey:
Jewish Family Service Agency of Central New Jersey
500 Westfield Avenue
Elizabeth (07208)
(201) 352-8375
Exec. Dir.: Mildred Hamilton

Metropolitan New Jersey:
(Individual & family services)
Jewish Counseling and Service Agency
161 Millburn Avenue
Millburn (07041)
(201) 467-3300
Exec. Dir.: Elliott R. Rubin

Monmouth County:
Jewish Family & Children's Service
601 Grand Avenue
Asbury Park (07712)
(201) 774-6886
Exec. Dir.: Melvin Cohen

Southern New Jersey:
Jewish Family Service
2393 W. Marlton Pike
Cherry Hill (08002)
(609) 662-8611
Exec. Dir.: Dr. Seymour Siegel

Trenton:
Jewish Family Service
51 Walter Street (08628)
(609) 882-9317
Exec. Dir.: Byron L. Pinsky

## NEW YORK

**New York City:** (Specialized services)
New York Association for New Americans
225 Park Avenue South (10003)
(212) 674-7400
Exec. Dir.: Julia Degund

**Rochester:**
Jewish Family Service
456 E. Main Street (14604)
(716) 232-5440
Exec. Dir.: Michael Boyar

**Syracuse:**
Jewish Family Service Bureau
316 S. Warren Street (13202)
(315) 474-4249
Exec. Dir.: Kenneth Roth

## OHIO

**Akron:**
Jewish Family Service
750 White Pond Drive (44320)
(216) 867-3388
Exec. V. P.: Larry Schwartz

**Cincinnati:**
Jewish Family Service
1710 Setion Road (45237)
(513) 351-3680
Exec. Dir.: Morton Startz

**Cleveland:** (Individual & family services)
Jewish Family Service Association of Cleveland
2060 S. Taylor Road (44118)
(216) 371-2600
Exec. Dir.: Burton S. Rubin

**Columbus:**
Jewish Family Service
1175 College Avenue (43209)
(614) 237-7686
Exec. Dir.: Peter Glick

**Dayton:**
Jewish Family Service
Division of Jewish Community Council
4501 Denlinger Road (45426)
(513) 854-4150
Exec. Dir.: Arthur Cohn

## OREGON

**Portland:**
Jewish Family & Child Service
316 Mayer Building (97205)
(503) 226-7079
Exec. Dir.: Alvin Rackner

## PENNSYLVANIA

**Philadelphia:**

Individual & family services:

Jewish Family Service
1610 Spruce Street (19103)
(215) 336-7575
Exec. Dir.: Benjamin R. Sprafkin

Reception and immigration counselling:

HIAS and Council Migration Service
1510 Chestnut Street
(215) LO 3-6780
Exec. Dir.: John Fishel

**Pittsburgh:**
Jewish Family & Children's Service
234 McKee Place (15213)
(412) 683-4900
Exec. Dir.: Nathaniel Goodman

## RHODE ISLAND

**Providence:**
Jewish Family & Children's Service
229 Waterman Avenue (02906)
(401) 331-1244
Exec. Dir.: Paul L. Segal

TEXAS

Dallas:
Jewish Family Service
11333 N. Central (75231)
(214) 369-8612
Exec. Dir.: Arnold Marks

El Paso:
Jewish Family Service
405 Mardi Gras (79912)
(915) 584-1461
Clinical Dir.: Sydney Dictor

Houston:
Jewish Family Service
4131 S. Braeswood (77025)
(713) 667-9336
Exec. Dir.: Solomon Brownstein

San Antonio:
Jewish Family Service of San Antonio
8438 Ahern Drive (78216)
(512) 349-5481
Exec. Dir.: Claire Frontman

VIRGINIA

Norfolk:
Jewish Family Service of Tidewater
7300 Newport Avenue
Box 9503 (23505)
(804) 489-3111
Exec. Dir.: Neil P. Newstein

Richmond:
Jewish Family Service
4200 Fitzhugh Avenue (23230)
(804) 282-5644
Exec. Dir.: Anne P. Lane

WASHINGTON

Seattle:
Jewish Family & Children's Service
1110 Harvard Avenue (98102)
(206) 447-3240
Exec. Dir.: Irwin I. Goldberg

WISCONSIN

Milwaukee:
Jewish Family & Children's Service
1360 No. Prospect Avenue (53202)
(414) 273-6515
Exec. Dir.: Ralph Sherman

# INTERNATIONAL RESCUE COMMITTEE

## RESETTLEMENT OFFICES

### CALIFORNIA

Virginia Callahan
International Rescue Committee
500 S. Lucas Street - #207
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(213) 481-3881 (4)

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International Rescue Committee
1419 University Avenue
San Diego, CA 92103
(714) 299-3411

John Coakley
International Rescue Committee
1840 Van Ness Avenue - #5
San Francisco, CA 94109
(415) 673-0486
(415) 673-0394

Nguyen Xuan
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(408) 298-7273

Sally Jacobson
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(714) 953-6912

### DISTRICT OF COLUMBIA

Jeanne MacDaniels
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(202) 333-7721

### FLORIDA

Cecil Goudie
International Rescue Committee
Cuban Refugee Emergency Center
Room 608
747 Ponce de Leon Boulevard
Coral Gables, FL 33134
(305) 350-5882

John E. Drake
International Rescue Committee
3091 Maple Drive, NE
Atlanta, GA 30305
(404) 231-3909

### MASSACHUSETTS

Theodore G. Hartry
International Rescue Committee
140 Boylston Street
Boston, MA 02116
(617) 482-1154

### MONTANA

Pamela Roberts
International Rescue Committee
1620 Regent Street
Missoula, MT 59801
(406) 542-0331

### NEW JERSEY

Margarita Garcia
International Rescue Committee
61-36 Kennedy Boulevard
West New York, NJ 07093
(201) 861-6116

## NEW YORK

Miriam Muravchik
International Rescue Committee
386 Park Avenue South
New York, NY 10016
(212) 679-0010

## OREGON

Kathleen Lowry
International Rescue Committee
3030 S.W. 2nd Avenue
Portland, OR 97201
(503) 241-9399 (9393)

## TEXAS

Elizabeth Underhill
International Rescue Committee
3409 Oaklawn - Suite 211
Dallas, TX 75219
(214) 521-6460

Carroll Morris
International Rescue Committee
1110 Lovett Boulevard
Suite 108
Houston, TX 77006
(713) 526-6162

## WASHINGTON

Tom Yates
International Rescue Committee
909 Fourth Avenue - Room 611
Seattle, WA 98104
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## LUTHERAN IMMIGRATION AND REFUGEE SERVICE

## REGIONAL CONSULTANTS

### ALABAMA

Don Jones
Route 4, Box 98
Hanceville, AL 35077
(205) 352-6554

### ALASKA

(see Washington)

### ARIZONA

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Arizona
1500 West Maryland Avenue
Phoenix, AZ 85015
(602) 249-3812

### ARKANSAS

(see Texas)

### CALIFORNIA: NORTHERN

Linda Malila
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### CALIFORNIA: SOUTHERN

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West Hartford, CT 06119
(203) 523-1151

### DELAWARE

(see District of Columbia)

### DISTRICT OF COLUMBIA

The Rev. Don Piper
Ruth McLean
Nguyen Thi Q. Hien
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the National Capitol Area
Immigration and Refugee
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5111 16th Street, NW
Washington, DC 20011
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### FLORIDA

The Rev. Lowell Holstein
Dr. Tran Nhu Chuong
Immigration Refugee and
Migrancy Ministries
5103 Central Avenue
Tampa, FL 33603
(813) 239-2311

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*/ Temporary

### GEORGIA

Carl and Faye Lettow Jr.
Box 13663
Savannah, GA 31406
(912) 352-9800

### HAWAII

(see Southern California)

### IDAHO

(call LIRS in New York City)

### ILLINOIS

The Rev. Max Heinz
Lutheran Child and Family Services
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P.O. Box 186
River Forest, IL 60305
(312) 771-7180

### INDIANA (except Northeast)

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Lutheran Child Welfare Association
1525 North Ritter Avenue
Indianapolis, IN 46219
(317) 359-5467

### INDIANA: NORTHEAST

Robert Smith
Lutheran Social Services
330 Madison Street
Fort Wayne, IN 46802
(219) 743-3347

### IOWA

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Lutheran Social Services of Iowa
3116 University Avenue
Des Moines, IA 50311
(515) 277-4476

### KANSAS

Jack Sandberg
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### KENTUCKY

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(606) 269-8991

### LOUISIANA

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Metairie, LA 70005
(504) 482-2118
(504) 835-4446

### MAINE

(see Connecticut)

### MARYLAND

(see District of Columbia)

### MASSACHUSETTS

(see Connecticut)

### MICHIGAN: LOWER

The Rev. Glenn Devantier
Lutheran Social Services of Michigan
484 East Grand Boulevard
Detroit, MI 48207
(313) 579-0333

### MICHIGAN: UPPER

(see Wisconsin)

### MINNESOTA

Ellen Erickson
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Minneapolis, MN 55404
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The Rev. Charles Reichel
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Oxford, MS 38655
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NEBRASKA

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Omaha, NE 68102
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NEVADA: NORTHERN

(see California: Northern)

NEVADA: SOUTHERN

(see California: Southern)

NEW HAMPSHIRE

(see Connecticut)

NEW JERSEY

Doris Jankowicz
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NEW MEXICO

(see Colorado)

NEW YORK

The Rev. Adolph Wismar Jr.
St. Mark's Lutheran Church
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West Henrietta, NY 14586
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NORTH CAROLINA

Virginia Soberg
Refugee Resettlement Program
Lutheran Family Services
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NORTH DAKOTA

Joan Marie Hill
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Fargo, ND 58102
(701) 235-7341

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James Smith
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Columbus, OH 43215
(614) 228-5209
(614) 228-2740

OHIO: NORTHWEST

Marion Steiner
Lutheran Social Services of northwest Ohio
2149 Collingwood Boulevard
Toledo, OH 43602
(419) 243-9178

### OKLAHOMA

Ms. Mary Lee Gorrell
Lutheran Social Services of Oklahoma
227 Northwest 23rd Street
Oklahoma City, OK 73103
(405) 528-3124

### OREGON

Ed Ferguson
Jeff Embler
Barbara Dawson
Lutheran Refugee Program
3030 Southwest Second Avenue
Portland, OR 97201
(503) 241-9393

### PENNSYLVANIA: CENTRAL, EASTERN AND WESTERN

Marie Flanagan [*]
Sister Betty Amstutz
Tressler-Lutheran Service Associates
2331 Market Street
P.O. Box 397
Camp Hill, PA 17011
(717) 761-6920

### PENNSYLVANIA: NORTHEAST

Albert F. Martin[*]
Lutheran Welfare Services
190 South Main Street
Wilkesbarre, PA 18701
(717) 824-5731

### PENNSYLVANIA: LEHIGH AND NORTHAMPTON COUNTIES

Marsha Szabo[*]
Lutheran Social Services of the Lehigh Valley
330 Ferry Street
Easton, PA 18042
(215) 258-8947

### PENNSYLVANIA: SCHUYKILL AND BERKS COUNTIES

Mary Ann Spengler[*]
Lutheran Inner Mission Society
113-A South Fourth Street
Reading, PA 19602
(215) 373-4751

### PENNSYLVANIA: PHILADELPHIA AND VICINITY

The Rev. Henry Wohlgemuth
Lutheran Family and Children's Services of Eastern Pennsylvania
2900 Queen Lane
Philadelphia, PA 19129
(215) 951-6850

### RHODE ISLAND

(see Connecticut)

### SOUTH CAROLINA

The Rev. J. Harry Crout
Lutheran Social Ministry Agency of Greater Columbia
1003 Richland Street/Box 43
Columbia, SC 29202
(803) 252-1187

### SOUTH DAKOTA

Arba Della-Wahlstrom
Lutheran Social Services of South Dakota
600 West 12th Street
Sioux Falls, SD 57104
(605) 336-3387

### TENNESSEE (east of Jackson)

The Rev. Harry Lorenz
Grace Lutheran Church
P.O. Box 236
Oak Ridge, TN 37830
(615) 438-3787

---

[*] Handles sponsorship procurement

**TENNESSEE** (Jackson and West of Jackson, including Memphis)

(see Mississippi)

**TEXAS**

The Rev. Jack O'Donnell
Faith Lutheran Church Refugee Service
1007 West Theo Avenue
San Antonio, TX 78225
(512) 924-5579

**UTAH**

(see Colorado)

**VERMONT**

(see Connecticut)

**VIRGINIA**

(see District of Columbia)

**WASHINGTON**

The Rev. Robert Madsen
Lutheran Social Services of Washington
223 North Yakima
Tacoma, WA 98403
(206) 272-8433

**WEST VIRGINIA**

(see Pennsylvania: Central, Eastern and Western)

**WISCONSIN**

Lowell Grottveit
Lutheran Social Services of Wisconsin and Upper Michigan
3200 West Highland Boulevard
Milwaukee, WI 53208
(414) 342-7175

**WYOMING**

(call Montana office)

## NATIONAL COUNCIL OF YMCAs

## REGIONAL OFFICES

YMCA
Great Lakes Regional Office
40 West Long Street
Columbus, OH 43215
(614) 224-2225

YMCA
Mid-America Regional Office
730 Hennepin Avenue
Suite 405
Minneapolis, MN 55405
(612) 332-1548

YMCA
Northeast Regional Office
320 Huntington Avenue
Boston, MA 02115
(617) 267-1500

YMCA
Southeast Regional Office
612 Candler Building
Atlanta, GA 30303
(404) 521-0352

YMCA
Middle-Atlantic Regional Office
550 Pinetown Road
Suite 415
Fort Washington, PA 19034
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# TOLSTOY FOUNDATION, INC.

## RESETTLEMENT OFFICES

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24 California Street
Room 424
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Virginia Trabold
Tolstoy Foundation, Inc.
374 West Nepessing Street
Lapeer, MI 48446
(313) 664-5124

D. Spak
Tolstoy Foundation, Inc.
1020 Tijeras NE Suite D
Albuquerque, NM 87106
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Alla Ivask
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Lake Road
Valley Cottage, NY 10989
(914) 268-6140

Jerry Roylance
Tolstoy Foundation, Inc.
621 Southwest Morrison Street
Room 738
Portland, OR 97205
(503) 220-0300

Thongsavanh Phongsavan
Tolstoy Foundation, Inc.
376 Talcott Street
Woonsocket, RI 02895
(401) 766-4603

Ronnie Harp
Tolstoy Foundation, Inc.
141½ West Main Street
Spartanburg, SC 29304

Lilly Miner
Tolstoy Foundation, Inc.
82 E. Stratford Avenue
Salt Lake City, UT 84115
(801) 486-4781

## UNITED STATES CATHOLIC CONFERENCE

## REGIONAL OFFICES*

### REGION I

Bette Matus, Acting Director
Northeast Regional Information Office
United States Catholic Conference
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---

* A comprehensive list of U.S.C.C. Diocesan Resettlement Offices is available from the U.S.C.C. National Office:

Migration and Refugee Services
United States Catholic Conference
1312 Massachusetts Avenue N.W.
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## U.S.C.C. REGIONAL OFFICES

### REGION I

- Connecticut
- District of Columbia
- Delaware
- Indiana
- Kentucky
- Maine
- Massachusetts
- Maryland
- Michigan
- New Hampshire
- New Jersey
- New York
- Ohio
- Pennsylvania
- Rhode Island
- Vermont
- Virginia
- W. Virginia
- Virgin Islands

### REGION II

- Alabama
- North Carolina
- South Carolina
- Georgia
- Florida
- Mississippi
- Tennessee

### REGION III

- Arkansas
- North Dakota
- South Dakota
- Illinois
- Iowa
- Kansas
- Louisiana
- Minnesota
- Missouri
- Nebraska
- Oklahoma
- Texas
- Wisconsin

### REGION IV

- Alaska
- Arizona
- California
- Colorado
- Guam
- Hawaii
- Idaho
- Montana
- Nevada
- New Mexico
- Oregon
- Samoa
- Utah
- Washington
- Wyoming

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### DISTRICT OF COLUMBIA

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## WORLD RELIEF REFUGEE SERVICES

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### AMERICAN REFUGEE COMMITTEE

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/ Appendix D /

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## Regional Directors

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*/ Refugee State Coordinators also serve as Cuban/Haitian Entrant State Coordinators in states which participate in the Office of Refugee Resettlement's Cuban/Haitian Entrant Program. These states are indicated with a black dot and are also listed on page 950.

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/Appendix H(1)/

## ACTION

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Appendix H(2)

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